REPORT RESUMES

ED 014 297 JC 670 863

THE COMMUNITY COLLEGE IN NORTH CAROLINA, PROCEEDINGS OF A STATE CONFERENCE (CHARLOTTE, JULY 25-29, 1966). 25-29, 1966).

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NORTH CAROLINA UNIV., CHARLOTTE

PUB DATE AUG 66

EDRS PRICE MF-$0.50 HC-$2.88 70P.

DESCRIPTORS- *JUNIOR COLLEGES, *ADMINISTRATOR ROLE, ADMINISTRATOR RESPONSIBILITY, *TEACHER EDUCATION, *ACCREDITATION (INSTITUTIONS), CONFERENCE REPORTS, NORTH CAROLINA,

THIS CONFERENCE COVERED SEVERAL ASPECTS OF THE HISTORY, PHILOSOPHY, AND FUNCTION OF THE JUNIOR COLLEGE, WITH EMPHASIS ON THE ROLE OF THE ADMINISTRATOR, THE PREPARATION OF TEACHERS, AND ACCREDITATION. THE ADMINISTRATOR HAS A MULTIPLE-SERVICE ROLE, IN WHICH HE MUST BE NOT ONLY EDUCATIONAL LEADER, BUT ALSO ORGANIZER, PERSONNEL MANAGER, FINANCE OFFICER, PUBLIC RELATIONS MAN, AND INNOVATOR. A PROPOSED 6-YEAR PROGRAM FOR THE PREPARATION OF TEACHERS WOULD COMPRISE TWO YEARS OF GENERAL EDUCATION AND FOUR YEARS OF PROFESSIONAL PREPARATION TO INCLUDE MAINLY SUBJECT MATTER, BUT ALSO SOME PSYCHOLOGY FOR THE UNDERSTANDING OF STUDENTS AND OF THE LEARNING PROCESS, A SUPERVISED INTERNSHIP PROGRAM, AND CONTINUING INSERVICE TRAINING. ACCREDITATION IS DEFINED AS THE RECOGNITION OF THE ACADEMIC RESPECTABILITY OF AN INSTITUTION THAT MEETS STANDARDS OF ACHIEVEMENT ESTABLISHED BY A COMPETENT AGENCY. THERE ARE PRESENTLY SIX ACCREDITING ASSOCIATIONS, WITH SLIGHT DIFFERENCES IN POLICIES AND PROCEDURES. FIVE ADVANTAGES OF ACCREDITATION ARE (1) ITS RECOGNITION AS THE MARK OF QUALITY FOR MORE THAN LOCAL ACCEPTANCE, (2) THE INTERCHANGE OF IDEAS WITHIN A REGION FOR THE BETTERMENT OF ALL THE INSTITUTIONS, (3) SUPPORT IN THE SEARCH FOR FUNDS, (4) THE PROTECTION GIVEN BY THE ASSOCIATION TO ALL EDUCATIONAL RIGHTS, TO THE MAINTENANCE OF HIGH STANDARDS, AND TO THE PUBLIC AGAINST MISREPRESENTATION, AND (5) STUDIES AND PROGRAMS SPONSORED BY THE ASSOCIATION FOR THE BENEFIT OF ALL. (HH)

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THE COMMUNITY COLLEGE IN NORTH CAROLINA

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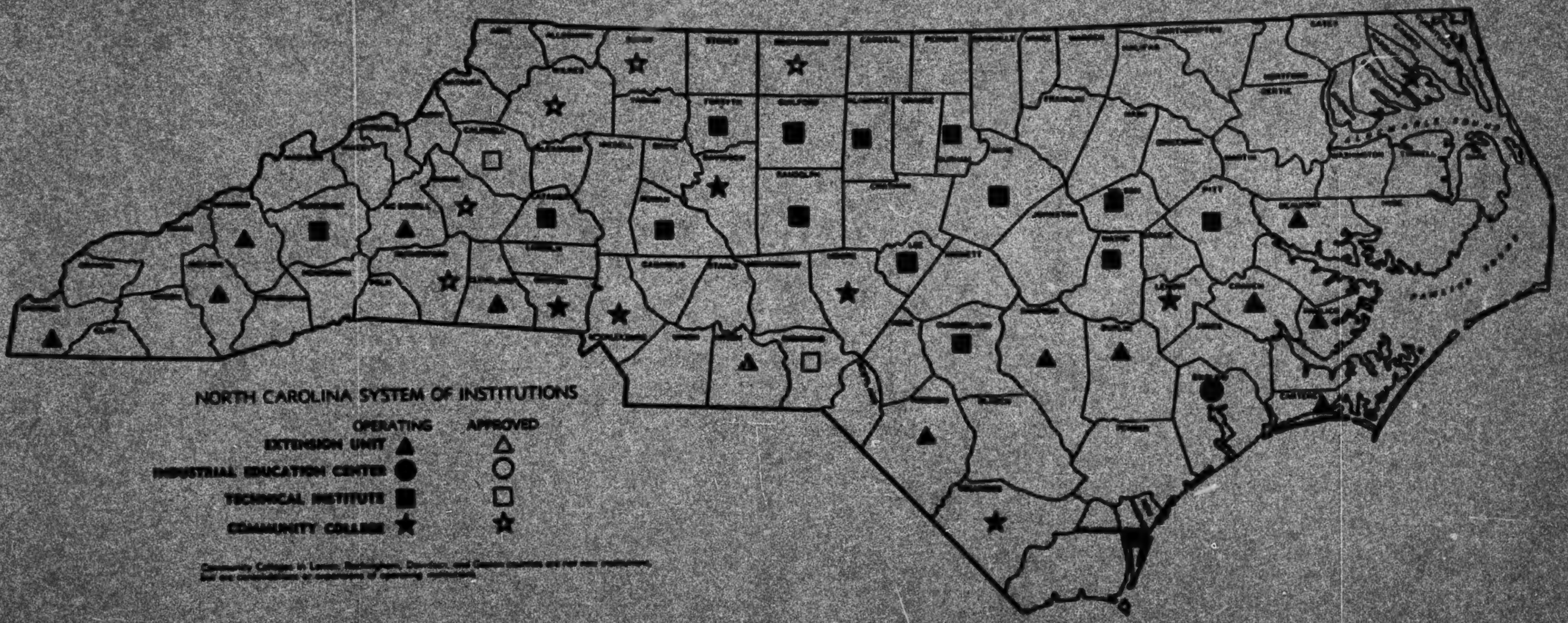
REPORT OF A CONFERENCE FOR
COMMUNITY COLLEGE ADMINISTRATORS
CHARLOTTE, NORTH CAROLINA / JULY 1966

JC 670 863

NORTH CAROLINA SYSTEM OF INSTITUTIONS



Community Colleges in Lenoir, Rockingham, Davidson, and Gaston counties are not new institutions, but are consolidations or expansions of operating institutions.

THE COMMUNITY COLLEGE
IN NORTH CAROLINA

PROCEEDINGS OF A STATE CONFERENCE
JULY 25 - 29, 1966

SPONSORED BY

THE UNIVERSITY OF NORTH CAROLINA
AT CHARLOTTE

AND

THE DEPARTMENT OF COMMUNITY COLLEGES

RALEIGH, NORTH CAROLINA

EDITED BY

Bonnie E. Cone, Vice Chancellor
The University of North Carolina at Charlotte

and

Philip D. Vairo, Area Representative
and Associate Professor of Education
The University of North Carolina at Charlotte

PREFACE

These proceedings contain the addresses which made up the first State Conference for Community College Administrators sponsored jointly by the University of North Carolina at Charlotte and the Department of Community Colleges of North Carolina. Presidents of community colleges and technical institutes and representatives of institutions preparing community college teachers in North Carolina took part in this exciting and challenging conference concerned with the role the community college will play in North Carolina in the decade ahead.

In preparing for this conference, a steering committee was appointed to outline the basic issues confronting the community college, to plan the format and procedures of the conference, and to suggest possible long-range plans for future conferences. The speakers and panelists were selected because of their strong professional background and intimate connection with the community college movement. We were indeed fortunate that these able educators agreed to participate in this conference and give us the benefit of their considerable wisdom.

The coordinators of this conference and participants are all deeply indebted to the speakers and panelists and wish to express their appreciation to them for their fine contributions. The success of this conference was also due in no small measure to the professional and secretarial staff of the University of North Carolina at Charlotte, the Department of Community Colleges, the North Carolina State Board of Education which provided funds to make this conference possible, and to all the conference participants, whose interest and participation created an atmosphere in which serious consideration of the problems facing the community college could be discussed.

The mounting interest afforded the community college in recent years and the development of a state-wide system of community colleges in North Carolina gave timeliness to this conference. The University of North Carolina at Charlotte looks forward with keen anticipation to the prospect of continuing to work closely with the community colleges.

BONNIE E. CONE
PHILIP D. VAIRO

August, 1966

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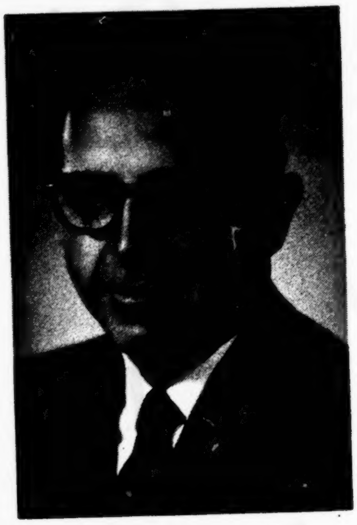
WELCOME TO PARTICIPANTS



D. W. COLVARD
CHANCELLOR
THE UNIVERSITY OF NORTH CAROLINA
AT CHARLOTTE

I take particular pleasure in being here this morning to extend the greetings of the University of North Carolina at Charlotte to the participants of this conference.

You are engaged in one of the most important educational developments of our day—the community college. These two-year institutions are becoming an integral part of the American higher education system and will accommodate approximately fifty percent of the future college population. The community college movement is especially important in North Carolina because of the opportunity it affords youngsters to obtain technical and vocational training and complete the first two years of college work, an opportunity which might otherwise be denied to them.

The University of North Carolina at Charlotte has an unusual relation to the community college philosophy because of its own history and because in its initial development it was a community college. Dr. Bonnie Cone has been a leader in the two-year college movement in this State from the beginning. It has been my pleasure to be involved in and to have some understanding of this growing pattern of education. Early in my career I was associated with a junior college in this State and more recently I have served on the Junior College Commission in Mississippi.

The community colleges in North Carolina are now ready to move ahead to a position of major importance and leadership. Qualified administrators and teachers will continue to be needed to staff these new institutions in order to meet their expected educational aims and objectives. Although it would be premature for me at this time to make any definite statements concerning the role the University of North Carolina at Charlotte will play in preparing community college personnel, I can say that we are giving careful consideration to programs which will aid the community colleges.

I am confident that the educational community is deeply interested in the future role which the community colleges will play in North Carolina. Your presence here today is indicative of your determination to provide the leadership required. We are grateful to Dr. Dallas Herring and Dr. I. Epps Ready for their vision and interest in this program and to the State Board of Education for underwriting this conference.

Again, let me extend my warm regards to all of you and wish the conference the greatest success.

PROGRAM

PROGRAM

MONDAY, JULY 25, 1966

11:15 a.m.	Registration begins
12:15- 2:00 p.m.	Luncheon
	Introductions—Dr. James H. Wahab, Acting Academic Dean The University of North Carolina at Charlotte
2:00- 4:00 p.m.	General Session THE PHILOSOPHY OF THE COMMUNITY COLLEGE
Presiding:	Dr. Bonnie E. Cone, Vice Chancellor The University of North Carolina at Charlotte
Speaker:	Dr. Kenneth Skaggs, Staff Specialist in Occupational Education American Association of Junior Colleges
Panel:	Dr. Richard Hagemeyer, President Central Piedmont Community College
	Mr. I. John Krepick, President Surry Community College

TUESDAY, JULY 26, 1966

9:00-10:00 a.m.	Coffee Hour
	Welcome—Dr. Dean W. Colvard, Chancellor The University of North Carolina at Charlotte
10:00-12:00 a.m.	General Session
	THE ROLE OF THE ADMINISTRATOR IN THE COMMUNITY COLLEGE
Presiding:	Dr. Robert Benson, President Gaston Community College
Speaker:	Dr. Maurice L. Litton Associate Professor in Higher Education Kellogg Leadership Program Florida State University
Panel:	Dr. Warren A. Land, President Southeastern Community College
	Dr. Herbert F. Stallworth, President Western Piedmont Community College
12:00- 2:00 p.m.	Luncheon
2:00- 4:00 p.m.	ONE ADMINISTRATOR TO ANOTHER
Presiding:	Dr. Maurice L. Litton Associate Professor in Higher Education Kellogg Leadership Program Florida State University

WEDNESDAY, JULY 27, 1966

9:00-10:00 a.m.	**Coffee Hour**
10:00-12:00 a.m.	**General Session**
	THE PREPARATION OF COMMUNITY COLLEGE TEACHERS
Presiding:	**Mr. C. Merrill Hamilton, President** **Dowan Technical Institute**
Speaker:	**Dr. James W. Reynolds** **Professor and Consultant in Junior College Education** **University of Texas**
Panel:	**Dr. Ben E. Fountain, Jr., President** **Lenoir County Community College**
	Dr. Howard E. Thompson, President **Wilkesboro Community College**
12:00- 2:00 p.m.	**Luncheon**
2:00- 4:00 p.m.	**General Session**
	THE PREPARATION OF COMMUNITY COLLEGE TEACHERS IN NORTH CAROLINA
Presiding:	**Mr. C. Merrill Hamilton, President** **Rowan Technical Institute**
Panel	**Dr. Cratis Williams, Director of Graduate Studies** **Appalachian State Teachers College**
	Dr. Allan S. Hurlburt, Professor of Education **Duke University**
	Dr. Philip D. Vairo, Associate Professor of Education **The University of North Carolina at Charlotte**
	Dr. Joseph T. Nerden, Professor of Industrial and Technical Education **North Carolina State University**
	Dr. John B. Chase, Jr., Professor of Education **The University of North Carolina at Chapel Hill**

THURSDAY, JULY 28, 1966

9:00-10:00 a.m.	Coffee Hour
10:00-12:00 a.m.	General Session THE PHILOSOPHY AND STANDARDS OF ACCREDITATION OF COMMUNITY COLLEGES
Presiding:	Dr. Grady E. Love, President Davidson Community College
Speakers:	Dr. Charles B. Vail, Associate Executive Secretary Southern Association of Colleges and Schools Dr. David Kelly, Assistant Executive Secretary Southern Association of Colleges and Schools
12:00- 2:00 p.m.	
2:00- 4:00 p.m.	General Session CONTINUATION OF THE MORNING SESSION
Presiding:	Dr. Grady E. Love, President Davidson Community College
Panel:	Dr. David Kelly, Assistant Executive Secretary Southern Association of Colleges and Schools Dr. Charles B. Vail, Associate Executive Secretary Southern Association of Colleges and Schools

FRIDAY, JULY 29, 1966

9:00-10:00 a.m.	Coffee Hour
10:00-11:00 a.m.	General Session HOW ARE NORTH CAROLINA COMMUNITY COLLEGES MEETING THE CHALLENGE OF ACCREDITATION?
Presiding:	Dr. Gerald B. James, President Rockingham Community College
Speaker:	Dr. I. Epps Ready, Director of Community Colleges State of North Carolina
11:00-12:00 a.m.	PLANNING FOR A FUTURE CONFERENCE
Presiding:	Dr. Richard Hagemeyer, President Central Piedmont Community College
12:00- 2:00 p.m.	Luncheon

ADDRESSES

THE PHILOSOPHY OF THE COMMUNITY COLLEGE

KENNETH G. SKAGGS
STAFF SPECIALIST IN OCCUPATIONAL EDUCATION
AMERICAN ASSOCIATION OF JUNIOR COLLEGES

Thank you, Dr. Cone, and the distinguished participants in this panel. Before we start our discussion for this afternoon, I would like to say one or two things that might be helpful to you; at least I hope that they will be encouraging.

I think all of you know my deep interest in the developing community college system here in North Carolina. Dr. Cone has told you that I used to attend the Southeastern Leadership Conferences at Chapel Hill regularly and had privilege and opportunity of serving as Chairman of that conference for one year. I also had the privilege of being invited by the State Department here in North Carolina to be one of the consultants in the early beginning talks concerning the development of the community college. So, my interest is great.

You are going through some frustrations and anxieties as this community college system is being developed and as it is being implemented in the State. Probably all of us think that our problems are unique and no one else has the same kind of problems in the same degree that we have—at least I know that this was true when I was at Chipola Junior College and at St. Petersburg. However, I have learned at least one thing in my now six months on the national level in this developing area of education, and that is that none of us are going through very many really new experiences. Somewhere in the nation some two-year college, some state, some region have undergone very much these same problems and these same frustrations. Let me tell you that we faced them too in Florida back in the 1940's and in the early 1950's. I can remember in 1951 when the State Legislature of Florida passed a bill doing away with the junior college system, in other words, simply forbidding the establishment of any more junior colleges in the state of Florida. This bill was passed by both houses. The governor at that time, Governor Warren, vetoed that bill partly because a group of us stood around his desk in more or less cajoling, at the same time threatening, attitudes, and finally he grinned and picked up his pen and wrote "vetoed" across the face of the bill. This was just twenty minutes before the adjournment of the legislature, and we were saved for another two years. By the time the legislature met again in 1953, the junior college system had burgeoned, it had grown, it had developed. There was no more question in Florida then of doing away with the junior colleges. But we had to fight pretty hard during those early years for proper leadership on the state level and on the local level. We had to be quite aggressive. We found very early in the development of the junior colleges that we presidents had to form a very compact and tight little body. Whatever disagreements we had were among ourselves and were kept among ourselves. We could disagree, we could get very angry with each other, sometimes behind the closed doors of our meetings, but we found that we had to present a united front to the entire state, the legislature, the various committees, and the State Department of Education. We found also that we had to take some chances. We found that sometimes we had to go to Tallahassee and simply put on a real show of irritation, to accomplish what we wanted to. Sometimes we failed—but more often in those early days we won. And so I would pass on to you in the early stages of your own community college system that unity among yourselves in terms of your state-wide objectives and goals is absolutely important. You may disagree among yourselves, you may differ, but bring your disagreements to the family round table and work them out there. When you face Raleigh, or when you face your legislature, or your State Department, or your officials, face them with a united and a strong and an agressive front. That's the end of the sermon. Now, I shall begin on my presentation today which is to provide you background for discussion in terms of the philosophy of the community college, and I'd like to do this in this way.

A very brief review (which will be old to you) of the history of the junior college in this country, its development, its growth; then just a brief summary of the kinds of two-year collegiate institutions that we find in our educational system in the nation today; then turn to a more detailed discussion of some of the happenings in the two-year college world right now.

What is happening nationally in the junior colleges, what are the trends, what problems are developing? What problems are being solved? What can we look ahead to in this particular area of higher education? All of you know that it has been said for a long time that the junior college, as we know it in this country, is the only type of educational institution wholly American, developed here in America with no European foothold or roots. This is not quite true, of course. There were European foreshadowings of the two-year institution or the kind of institution that the junior college became. The European gymnasium and the lycee formed somewhat of a background and basis for the development of junior colleges in this country. Who started the junior college, or who first conceived the two-year college idea in this country as a part of higher education is still a moot point. Dr. William Rainy Harper of the University of Chicago, however, is given credit by most authorities writing upon the history of the junior colleges for having this idea. Dr. Harper first became convinced that universities in this nation could no longer continue to offer high school education. At this time, the turn of the century, 1890's - 1900, many universities in this country were offering a high school education to students who could not obtain this kind of education at home or for some reason did not finish in their local institution. Universities gave high school education and actually gave high school diplomas.

This is part of the history of many of the universities of our nation. Dr. Harper felt that this was undermining the real purpose, the real goal, the real objectives of higher education and so he advocated very, very strongly that high school education not be given in universities and that universities discontinue giving high school diplomas. We have often remarked: "When you do away with something, it's the great American tradition to put something else in its place." And so came the question from many of the local communities and from many of the state legislatures of that time, "Well, all right, if the universities are not going to give these high school diplomas or give this high school education as a part of the university work, what kind of an institution can do this besides the high school?" It was too simple, you see, just to have the high school do its own work as we expect it to do today. There had to be an overflow sort of thing, a reserve area, and so Dr. William Rainy Harper suggested the two-year college. As a matter of fact, he started by dividing the University of Chicago in its educational program and organization into two divisions—the lower division which he called the junior college—and the upper division. Very largely, this same kind of organizational pattern in higher education is still found today in many institutions. All of this planning started the conception of the junior college. From that point it was only a small step to say this: "Well, if a big university can divide its work, its educational program, its organization into these kinds of segments, why do they all have to be in one place? Why couldn't we take this lower division—this two-year college division—and move it some place else?" Already by 1900 the population was beginning to increase in this country very rapidly and people were talking about education going where the people were. Dr. William Rainy Harper gave this idea his blessing, and so the first junior college—so called—was established. We believe it was probably Joliet Junior College in Joliet, Illinois—still an ongoing and thriving institution and a member of our whole junior college family. As a matter of fact, the two-year college conception, the idea, was already existent in the East; for instance in some of the preparatory university schools, and in some of the finishing schools, but it had not been formally organized nor had it been given some name such as junior college, and so we still go back to the fact that Joliet Junior College was the first of these institutions.

By 1904, there were twenty-four known programs in the two-year college work, that is the lower division of universities. In this early day the junior college was greatly liberal arts oriented. Nobody began thinking about occupational education in those days. Actually, the junior college began as a kind of an extension of the university or the university idea of education. Students came to the junior colleges for the prime purpose of continuing their work at a university. The junior colleges began to grow in enrollment and they began to increase in number. The idea of the two-year institution began to take hold among the American people, watered and fed, of course, by the rising population and the very intriguing idea of bringing education home, placing it at the site of the most people rather than having young people go away from home for their education.

During the 1930's and the early 1940's a great debate was waged on what should a junior college do, what are the prime functions and areas of responsibility. In almost all of our states, as the state legislatures or the state departments of education or the state boards of education have tried to define the areas of responsibility for the junior colleges, five ideas emerged and these have formed the basis for most of our junior college philosophy and most of the descriptions of junior college responsibility.

First is the transfer program. It remains perhaps the dominant type of program on most of our junior college campuses. Even those that are known for their occupational programs, the liberal arts program is the prestige program of the campus whether we intend it to be or not. And as far as I am concerned from my own background and experience, I think this is all right. The junior college should have this kind of program in its educational organization, the two-year parallel program transferring students to the four-year college. I suppose I should stop right here and say something about this matter of transfer. This has been one of the agonizing appraisals that junior college people have experienced. Transfer from the junior college has been a matter of great concern to universities, and frequently universities have been frustrating and obstructive in their views. In fact, mnay of the universities have made claims that junior college students have not received a prestige education, a quality education; therefore, they cannot accept them on the same basis they would accept students from their own lower divisions or from other four-year colleges or universities. The studies beginning in the 1950's concerning junior college transfers were needed in order to lay this legend where it should be, deeply buried, and to bring the truth home.

You know what these studies are. The Board of Regents, at that time the State Board of Control of the state of Florida, began one of the first studies to be made. It was begun with a prejudiced idea, and the study was made to support the idea found mostly on the University of Florida campus at Gainesville that the junior college transfer student actually did not have a quality education and could not compete with their own students. The first-year study indicated that not only was this untrue but actually junior college transfers were doing a fraction of a quality point better work in the junior and senior years than were the native students. This was shocking to university people, and from the University of Florida particularly came the great cry that something was wrong with the study. And so the next year the Board of Control did the study all over again. Again, the report came out showing the same kind of results. Since that time, some eight studies have been made by the Board of Regents on junior college transfer students. The results have been very consistent, and they have validated the first finding. It was found almost invariably that the junior college transfer to the university's junior class program or third-year program suffered in the first semester a grade point average drop. This was a transition shock—whatever you want to call it—it was the same kind of thing psychologically to the transfer student that usually freshmen experienced in their first year at a university away from home, away from the warm and the tolerant confines of a local high school. But then, the study showed that the junior college transfer students picked up in the second semester of the junior year, and from that time until graduation they were equal to the grade point averages made by native students, or in some cases slightly exceeded them.

One of the interesting points that was brought out by this study was that the junior college transfers had a greater percentage of graduates than did the native students. Fewer of them dropped out after they finally got into the upper division of the university.

This study was followed, as you know, by the great California study. About the same results were found.

The last study made is the one with a national overtone, "The Study of Junior College Transfer Students" made by Dr. Dorothy Noell and Dr. Leland Medsker of the University of California at Berkeley. This study was made under the sponsorship of the American Association of Junior Colleges through a grant. It was a national study. It was some three years in preparation. It covers a number of universities, four-year colleges, and junior college transfer students from every kind of two-year institution. And again, the same figures found before are borne out. Junior college students do suffer a transition shock, and sometimes there is some dropping of students at this point, but the study found also that the recovery of the junior college transfer student was rapid and that the percentage of these students going on for graduation usually exceeded the percentage of students in the university from their own lower division. This work has become the definitive study. Copies of the study, if you don't have one, can be obtained from the American Association of Junior Colleges.

Well, so much for the transfer program. This is part of our work. So important do some areas of the country consider this that special arrangements have been made between junior colleges, state institutions and four-year colleges for ease of transfer of junior college students. Again I point to Florida, simply because I am a product of Florida, and I am familiar with the system there. By agreement among all institutions in higher education, junior college transfer students now go to our state universities upon graduation from the junior college without a re-evaluation of their lower division work. Simply, the senior institution, the university, says, "All right, they have completed an approved program of the first two years. We enter them and send them on." Comparisons course-by-course are not made, and the ease of transfer is one of the delightful things facing us. However, this is not all a "bed of roses." Although the universities as a whole have entered into this kind of compact, the individual colleges of a university do not feel that they need to hold to a compact made by the university. Thus, the College of Engineering at the University of Florida may put in some special requirements for transfer, or the College of Pharmacy may put in some special requirements for transfer, and so on. So we are still facing some problems. This, however, is one move that is being made, and this trend is being found nation-wide where compacts are being entered into between junior colleges and state universities or senior colleges.

Another development in education is the upper division university. A very notable educational expert in the East made the statement just about three weeks ago that in his opinion the next two decades would see a major move in our universities toward the upper division and graduate school, dropping the first two years of university work entirely and leaving this area almost wholly to the responsibility of the junior community colleges of the nation. Florida, of course, has already started this. Its newest universities, as you know, are upper division universities. The new West Florida University at Pensacola, the new Florida Atlantic University at Boca Raton have no freshman-sophomore work.

The second broad area of responsibility for the junior college is the vocational and technical programs in the trade, industrial, agricultural and semiprofessional fields. These have been called terminal education courses for a long, long time, but most of us are trying to get away from the word "terminal". We feel that it is unrealistic. After all, what is terminal in this day and time? Is education ever terminal? Should we even emphasize the terminal aspects of education? Is not this a wrong psychological approach? We are beginning to use more and more the phrase "occupational education." I am not sure whether this is a good description or not, but we are groping in this great transition period of the latter part of the 20th century for words to describe the kind of a society and the kind of organization which we are developing and which we are building. Occupational programs, vocational technical programs—these are becoming more and more important. Toward the close of this talk, I am going to emphasize in some depth the great explosion of occupational education as a prime pattern of education in the community junior colleges.

The third area of responsibility is programs for adults either on a credit or a non-credit basis. Here is the obligation being paid to society that education is not terminal. People go out and get jobs and still find themselves having to come back to school either to upgrade themselves, just to keep up with the kind of job they are doing, for self-improvement and for self-interest. Certainly, the growing leisure time of our citizens emphasizes the need for some kind of adult education programs. Our own American Association of Junior Colleges is now engaged in a massive study, along with other organizations and educational agencies, of the developments in adult education. Adult education is not new to the community junior college. It has been a part of its program for a long, long time. But we didn't know too much about it. We called everything that was scheduled after six o'clock in the evening to which working people, or people on jobs came, or people who were past what we call the normal college student age—whatever that may be—adult education. Now we are beginning to find out that adult education is something far different, that it is really a world of education all its own. It takes some very special approaches and special planning and development. So we are now engaged in a study of this whole area of adult education. Certainly this is one of the broad areas of responsibility for the two-year colleges.

The fourth area of responsibility is the individual services to students, including guidance and counseling, career selection, removal of academic deficiencies, personality and health improvement. If there is any broad area of responsibility assumed by the junior college in which we have experienced some degree of failure, I must tell you that it is in this particular area. I know that I am going to get some sharp-pointed criticisms at the end of this speech for my saying this, but I cannot help feeling that when we have evaluated what we are actually doing for students in this area, we will find we have not moved very far. Almost all of you are familiar with the report made, again under the sponsorship of the American Association of Junior Colleges, by Dr. Max Raines of the whole area of student personnel, counseling and guidance—and a very discouraging report it is too. If it is any comfort to you, the universities are doing worse and the high schools are not doing much better. So, we are actually in no untenable place in terms of the whole individual student personnel effort. In the first place, what have we done really to give a student a second chance? A student fails in an educational program, the student grows a little older, comes back to college and wants to start over again. In most junior colleges this is all right if he stayed out for a semester. Again you might question—well, why stay out for a semester? Some junior colleges do not have this requirement, but when they attempt to transfer the student to the university, the university says, "We won't accept anything taken in the semester he should have been out of school." Just exactly what the purpose of staying out of a semester is, I don't know. I know what is being said: "This is a time for him to go home and contemplate his sins, and then he will make up his mind to achieve more and work toward finer objectives. He comes back and starts over again now a good student." You know this is all "tommy-rot." It doesn't work that way. You simply have a bored youngster on your hands with nothing to do and discouragement staring him in the face. Junior colleges have frequently tried to overcome this waiting requirement, but they have found that the whole educational world hems them in by these traditional restrictions.

There is also the question of quality points. These can be minus as well as plus. One time I figured just what a youngster would have to do to overcome certain of his deficiencies. After he left high school, he wasted time in college for a year and a half, making "D's" and a lot of "F's" and finally was dropped by the college for academic failure. He had not made a "C" grade in anything at all. He had all minus quality points, a whole lot of them. Then he went into the Armed Services, and he grew up. Now he is a mature individual and a college education is definitely an objective for him. But I estimate that it would take him seven years of at least "B" work to overcome the deficient quality points. I want to ask you, "Is this the kind of direction we want to give to our young people today? Is this the kind of discouragement or encouragement we want them to have?" As you can see, we haven't done a very good job in really selling the idea of rehabilitation of college students, the making up of deficiencies. Why does one start over? How does one make a new start? Most people will be given a second chance when mistakes are made except our educational institutions.

Let us discuss our counseling and guidance services. In most of our junior colleges, unfortunately, counseling and guidance are concerned primarily with the scheduling of courses. A well-trained counselor with a master's degree and a wealth of background and experience will spend many hours trying to figure out whether John will take English at nine o'clock in the morning or two o'clock in the afternoon, and what about that job he has starting at one o'clock? They make out schedules. They do some personal counseling for students. But the real basic kind of thing in helping young people find objectives and purposes and goals, in helping them to find their way into adult life, cannot be done properly because there simply isn't time or because our budgets will not give us enough counselors to do the job. The counselors are too busy with pedestrian work that could be done just as well by well-trained clerical people. Well, so much for this. I don't want to belabor the point, but I think that in all the broad areas of responsibility, our junior colleges are doing less well in this area than in the others.

The fifth broad area of responsibility is the individual, group, and community service; that is, how you serve your community in civic, recreational, and other community betterment projects. What does the community jjunior college really mean to the community? This word community-oriented, the localized institution bringing "community" into its name, must connote more than a word and just a term. We must really serve our community in every possible way if we are truly to be community junior colleges.

Today, in this year 1966, what kind of two-year institutions do we have? Well, in the first place, of course, we have the public community college. Many people try to make some very hard and fast distinctions in the description of a junior college and a community college, and sometimes we find a kind of schizophrenic approach to the problem such as Florida has, where the proper name is community junior colleges. When the first statutes were written for financial support to the two-year institutions in Florida, the official name was given as junior college. If that name is dropped from a Florida junior college, money cannot legally be obtained from the state. But Florida wanted their junior colleges to be community colleges too, so "community" was added to the word "junior," thus in Florida, the name community junior colleges. This term is being used in many states for one reason or another. Actually we think of the community college as one that is offering more than just the liberal arts program to its students, and one that is supported by, and is serving the needs of, a definite community. The community may be something larger than just a city or a town. It may be a region. It may be a part of a state. It may be several counties joining together, but the community of the junior college is served by the institution. The concept of the community college has been developing slowly, since the beginning of the junior college movement at the turn of the century. However, it has received its greatest impetus, its greatest growth, its greatest development in the last two decades, and really in the last decade. Now, today, there are over 500 two-year institutions in our country that are calling themselves with some honesty, community junior colleges. Theoretically, of course, these institutions teach whatever needs to be learned by the people who come to them. This means they are comprehensive and large in nature, broad in their outlook, in their organizational planning for education. The students for the most part, are accepted upon graduation from high school without other restrictive admission practices, and they represent a cross section of the entire community. That is the first kind of two-year institution.

The second kind we might mention is the university extension center. This institution also was first established just prior to the turn of the century by some of our larger universities, and the establishment of the university extension center today is a recognized part of higher education. There are probably about eighty universities in the country that have established extension centers, and these centers are enrolling several hundred thousand students. The university extension center for the most part serves as a means of decentralizing a large university campus. Many educators believe, of course, that there is a point beyond which a university should not accept students. That is, there is a point where the university should not become any larger. Too many people in one place compound some problems, and we have seen an example of this in rising student unrest. Parenthetically, the American Council on Education has just completed its definitive and very fine study of student unrest in this country. The report was published about three weeks ago. I would suggest that every junior college president obtain this and read it thoroughly. If you don't have a copy, you can obtain one from the American Council on Education in Washington. This report is tremendously interesting as it attempts to forecast what is going to happen over the next decade or so in this matter of student unrest, but one point that is emphasized is that the larger the campus, the more intense the unrest, the greater the possibilities of student riots. Strangely enough, junior colleges are among the least disturbed institutions at the present time, and the American Council on Education report gives the reasons. First, these are lower division students, and even on the great university campuses where there have been violent demonstrations, very few freshmen and sophomores took part in them. Also, junior colleges have students living in their own homes with their parents. This, of course, has an effect on conduct. Strangely enough also, teachers' colleges have very little student unrest. I am not sure how to interpret this. I don't know whether to be pleased about this or a little bit displeased that our budding teachers haven't enough agressiveness about them to rebel. I am not quite sure. The Roman Catholic institutions are named perhaps as being the centers of the most violent student unrest demonstrations of the next decade. The American Council on Education believes that some very major changes will have to be made in the administrative structures of Roman Catholic universities if they are to avoid serious difficulty.

The larger the institution, the more chance of student unrest, and so university extension centers were established by many universities simply to decentralize the campus. The admission requirements are usually the same in the university extension center as they are for the university, and the program is usually the same. A high per cent of the operational costs are paid by the users—by the students themselves at these centers—and the curriculum in general parallels main campus curriculum. Generally speaking, the university extension center is not particularly related to the community whose people it serves, and it does not concern itself very much in the community affairs and problems.

The third type of two-year institution is the technical institute, and I know all of you are familiar with the growth of this particular type of educational institution. World Wars I and II had a great deal of influence upon the development of the technical institute as we know it. Today, there are approximately 200 technical institutes of collegiate grade, with work paralleling the first two years of college. These technical institutes may be parts of universities, and sometimes they are, or parts of four-year colleges, and sometimes they are. Most generally, they are parts of community colleges, junior colleges, or they may be independent entities of their own, a true technical institute. The Milwaukee Technical Institute is a good example. It is a junior college, but it is entirely devoted to the technical education process.

The fourth type is the private junior college, and I have made a special distinction here, because today the road which the community junior college, generally publicly supported, is following and that of the private junior college lead to different directions. The first of the private junior colleges, at least in faint form, appeared even before the founding of Joliet Junior College in Illinois—probably in the 19th century. The number of these private junior colleges has declined rather sharply during the past twenty years. There are today about 240 of the private junior colleges left in this country. The program in these institutions, generally speaking, is centered upon the liberal arts or the transfer type of program. It is a comparatively narrow type program compared with the extensive and broad programs of the community junior colleges. They may or may not be dominated by a sponsoring church doctrine. For the most part the enrollments are small compared to the public junior colleges. The cost to the student is comparatively high, and a high per cent of these students are full-time transfer students.

Next is the university branch college, which is a little different from the university extension center. This is the kind of institution that was established by the University of Kentucky, that Ohio has established, and some other states—Indiana for instance. This institution is very much like the extension center in many ways, except that it has a greater nucleus of full-time students. Many university branch colleges maintain dormitories and become really little university campuses all their own. The program almost invariably parallels that of the parent university, and the admission requirements would be the same.

These, then, are the two-year colleges of today.

Let us turn to the present time and also to the next several decades to see if we can talk about some developing trends and take a look into the future. The great story today, in the year 1966, is the growing community junior college, the comprehensive junior college, the junior college growing out of its community and its needs and serving that community and its needs with broad programs. Today, junior college people in all these community public junior colleges are struggling to find a flexibility of program that will allow them truly to meet the needs of their communities. But these needs themselves are becoming so complex and so diverse and so numerous that many junior colleges say, "Well, we just can't do all of this. What can we do?" There is a great move forward to examine the way in which we are performing our functions as an educational institution, to see if we can find better ways to meet problems, to do the job, and to serve more students in more programs. Most of you, just as almost everyone else in the country who are presidents of two-year colleges, would throw up your hands and say, "For heaven's sakes, we're doing enough now. I'm overburdened. I can't even take a vacation. I can't get away from my desk that long." Well, we might as well face it. The future is not going to offer us very much comfort as far as a relief in time, effort, and energy is concerned. If anything, we are going into a more complex period—a more demanding period. We're going into a time in which all of society is changing—and changing very, very rapidly. We're going into a time in which the junior college will be looked upon as the institution into which high school graduates must go, even those who are planning to go on to the universities. I would foresee today, and this I think is supported by many of the studies now being made, that the next two or three decades will find the freshman-sophomore classes of our great universities and four-year colleges growing smaller, while the junior and senior classes and the graduate schools grow bigger. I think this is a trend, and of course you know what this means for the community junior colleges.

We will be doing the greatest part of the work of the two years preceding the upper division work in the universities and colleges. Another growing task for the public community junior college is defined. Today, what is the national trend in student program distribution? How are these students divided? Most students who come into the community junior college will indicate that they are transfer students—whether they are going to be or not. This, of course, mixes up all of the reporting that you do, and sometimes really makes record-keeping a chore beyond comprehension. This is still true in California which has a long, long history and background of the occupational programs in junior colleges. Most students will put down on their applications their main objective as "transfer to a university." What really happens? Well, approximately two-thirds of all the students coming into a junior college become "terminal" students. That is, they will terminate their post-high school education with the junior community college—whether they intend to or not or whether they have said they will or not. This is a national trend although it varies from junior college to junior college and may not apply to yours at all. Of the approximately one-third who do transfer and continue their education, how many of these actually finish senior colleges or universities and get degrees? About two-thirds of the one-third. You mathematicians can be more accurate, I know, but I believe this is about 20 percent. If this is not right, then I have given you wrong information prior to this, because nationally about 20 percent of the students entering junior colleges actually complete a four-year college education, get a degree, and either go out into a profession, a job, a career, or go on for graduate work. Approximately half of the two-thirds that do not continue beyond the junior college will finish some kind of an occupational program. The others, of course, that are not accounted for in these figures, are the ones who drop out and are lost to you; however, you will be surprised, if you keep careful studies, at how many students dropping out of the junior college in any given year will come back to the junior college within a five-year period. In the older and more mature junior colleges where these records have been kept over a period of years, this has emerged as one of the significant facts of enrollment.

A second trend today that is interesting to watch is the growing urban junior college. Now the urban junior college is not just a community junior college or just a junior college built in a city or metropolitan area. It goes beyond that. There are many junior colleges serving metropolitan areas, many junior colleges serving large population areas that are not really and truly urban community junior colleges. The urban junior college is a rather specialized kind of development. It is the junior college built within the heart of a city, not out in the pretty suburbs somewhere where the hills lie smooth and green and the forests are still growing and there is plenty of land space, but the location of the campus is downtown with the subways and the traffic and the elevateds and the great high-rising buildings and the people going by them every day. This is the new development in the community junior college in the metropolitan centers. It's a "high-rise" junior college; it has very little ground for a campus—so it grows *up*. Many junior colleges in metropolitan areas are deliberately seeking the downtown location. A good example: Sinclair College of Dayton, Ohio. Sinclair College is an old private institution, but under the new Ohio state public laws for the establishment of community junior colleges, on September 1 of this year Sinclair College will become a public community junior college supported by public funds. Although the college had the opportunity to move out into the suburbs on a 200-acre plot of ground, it deliberately chose nine squeezed-in little acres right in the heart of Dayton, and here will be built a junior college. Why? One reason—transportation in the city. The campus is located at the place where the major bus lines for the entire city of Dayton come together. I was told a few weeks ago when I was in Dayton that something like 1,019 buses will stop at the college front door every day. Students from every part of the city are within just a few minutes of the campus by public transportation. The second reason: Occupational education as well as a transfer program will be a major part of the educational program as in many of these urban junior colleges. The college will be located where things are going on. The students will be in the midst of the occupational world. The college wants to orient students to this world. It wants to orient them to the downtown environment of a big city, so the urban junior college comes into being. The urban junior college is becoming something more than just a college in a city; it is a college in a particular kind of city-setting for particular reasons and with a particular kind of program. We see such planning in Chicago and in New York; there is such planning on the West Coast.

This is a new development and one of the most interesting.

One of the most interesting examples of the developing urban educational institution or urban-type college is in Miami, Florida, with the Lindsay Hopkins' development. Already one great building is going up some fourteen or fifteen stories; ground was broken just recently on another building. These buildings are going to be connected by covered passageways, the first one at the tenth floor; I believe the second one is at the sixteenth floor. Students can flow back and forth on the upper levels for their classes, for their auditorium programs, for cafeterias, for the student center, for the library. All of this is within one building complex; thus again the urban community junior college.

A third new development is the move toward a total educational concept on the part of the community junior college. Now this is really bringing a great change and transition to many of our educational ideas. First, we have to ask ourselves the question, "Are we really going to be the institution to perform the total job of education above the high school?" Well, just let me tell you something about the high school. High school people have not discovered this yet—at least I don't think that they have—but the high school educational program is ripe for a drastic change. What is more, their changing educational pattern will affect the two-year college. Let me give you an illustration of reasons for change. Down in the St. Petersburg area where I lived for some years before I went to Washington in February, there is a large Minneapolis-Honeywell plant. It's a large installation employing some 10,000 people and is producing some of the most sophisticated type of mechanisms for our guided rockets and our space machines, as well as for other sophisticated gadgetry for air transportation. This is an industry that employs a great many research people and that has perhaps one of the finest computerization systems in the state of Florida—great banks of computers that can do everything under the shining sun. One of the top engineers out there at Honeywell is a friend of mine. He has twins, youngsters who were graduating from Clearwater High School one evening. I was invited to go with the family and sit with them during the graduation exercises. You know, it was an exctiing evening. It always is at high school graduation. The youngsters always look so intelligent, so alert, as if they are going out to conquer the world—and maybe they will. When the twins came down the aisle, I glanced over and saw the father looking very, very glum. I said, "What's the matter with you? Here's the most wonderful occasion in your life. Your young people are graduating from high school. Why aren't you just simply filled with the joy of life?" I was needling him, I knew. He said, "I can't get over the fact that here they are—twelve years of education—wearing caps and gowns and getting a diploma. But they can't do one single thing that a machine out there at the plant can't do better." Well, this points up the fact that Willard Wirtz, the Secretary of Labor, said in a speech not very long ago that the computers of today, the great data processing machines, the machines we are using now on a sophisticated level in industry and business, can do everything a high school graduate can do, and can do it better. So business and industry are beginning to use the machine instead of the high school graduate because the machine doesn't go on strike—sometimes a screw gets loose, but it does with people too—the machine is easier to operate and to command. The machine is being used, and our high school graduates must go on beyond the high school just to compete with the machine of today. And what about the machine of tomorrow? Well, I know I'm oversimplifying this whole problem of automation, but the point I'm trying to make is this: more and more we are beginning to regard the community junior college as a necessity for young people if they are to compete successfully in the world of the next several decades.

What will the total educational concept in community junior colleges really mean for us? In the first place, I think we are going to begin thinking more about the extended campus. Most of us, of course, think about the college campus in the traditional way. It ought to be a nice place with flowers and bushes and green grass and some parking lots here and there and nice buildings. This is what we really think of; this is what we want. It was a part of the pattern of our own education, and the campus meant something to us. But, today, we must realize more and more we are moving into something else in education, a far more complex world, a far more demanding world. If we are truly to be community junior colleges, then the community becomes our campus, and there is nothing magic with holding classes in any one geographic spot. Classes can be held here, there and everywhere. Do you know where we learned this? Through one of the greatest frustrations that junior college people ever faced, and that was in beginning and developing junior colleges the necessity to rent little store buildings over here and a church basement over here and a high school auditorium over here and they began holding their classes in four or five places in the city, sometimes some miles apart. And slowly we discovered that something was happening—we were doing a pretty good job of education. The students were reacting to change, and the community was reacting to it. And so the extended campus idea has begun to grow. The extended campus—where can it be? Already in much of our health education we use the hospital, the lab clinics, as an extended campus. We take our students into the hospital for their clinical experience. Why cannot we do something like this with a great many other programs? The idea of the extended campus is beginning now to come more and more into the educational picture. The classroom need not be on the campus nor the laboratory. It can be some place else more closely connected with the educational program that the student is following.

Next, the open-ended curriculum. American education for many, many years, as a matter of fact ever since it really began, has been a somewhat compartmentalized type of education—layers of education. Here was the kindergarten, here were the elementary years, here was the junior high school, in latter years the high school, now the junior college, then the university and the senior college, each one with its set of admissions, each one with its set of regulations, each one with its program, and sometimes not too much integration, not too much articulation among them. Today, what happens to a young person who comes into, for example, the practical nursing program in the two-year college? This is a young person who cannot see much beyond this kind of an occupational program. College is not a part of her family background or a part of her tradition or a part of her thinking. Economically, college seems to be far, far removed. So she comes into the practical nurse program; she proves herself adept; she is a good practical nurse; this is a bright youngster; this is a forward-looking student, and very shortly the faculty of that practical nursing program discover that here is a genuinely interested person, one who could grow with the program. They say to themselves, "This person ought to go up into the registered nurse class." What is this? This is the Associate Degree program in nursing, or it is the three-year college program, or it is the baccalaureate program. But can this practical nurse today in most places continue on into an upper level of education in the same occupational field without penalty to what she has learned, what she has spent in money, the effort she has made? The answer is "no". She can't transfer what she has done; she must start all over again, and she may even be insulted by some because she took the practical nurse program first. Isn't this ridiculous and absurd? The open-ended curriculum would allow this student to move into an upper level of education in the same general area without penalty of money and time and effort. Can you now move an Associate Degree nurse out of the Associate Degree program into a graduate program at the university with recognition of work and experience already accomplished? I'll bet you can't. If you can, you're one of the few places in this country where this is possible. The universities close the doors, and say, "You start over again as a nurse. We don't care if you have been to junior college taking the Associate Degree program. You start here; you're going to be something else now." Why? The extended campus, the open-ended curriculum—two great developments of our present time that are now receiving major attention in order to meet these problems. I think we will soon have the kind of an educational program articulated from the kindergarten to the graduate school. Just when, I don't know. What the frustrations are going to be, I do not know. What the agonizing reappraisals on the part of educational people will be, I do not know. But just as surely as I'm standing here, with the next few decades it will be possible to move in this direction both vertically and horizontally in education. You and I have a great challenge in order to provide the means of doing this, and how we are going to do it, I don't know either. But this is one of the challenges of our day and time, and I think we in the junior colleges should take the lead in these moves.

The development of the educational complex is another new idea. I just came from a meeting in Chicago that was somewhat less than the most successful type of meeting—partly because the airline strike kept about two-thirds of the participants away—partly because we were approaching people with such a new kind of an idea that it was hard for them to grasp the concept at first. It may be hard for all of us to accept the idea fo the education complex. Do we need to separate the various levels of education completely from each other? Why could we not have a central place, a large education complex into which major objectives and goals could be reached on all levels of education by the student, by the adult, by the person coming in for special education, by the upgrading of people from one job to another as automation may make their job untenable for them, for people wanting to improve themselves in what they are doing? Can we build the great educational complex for a city, for an area, for a region in which the universities, the community junior colleges, the technical institutes, and high school public education itself will all join to give us an integrated, massive effort toward education of our people for the world of tomorrow?

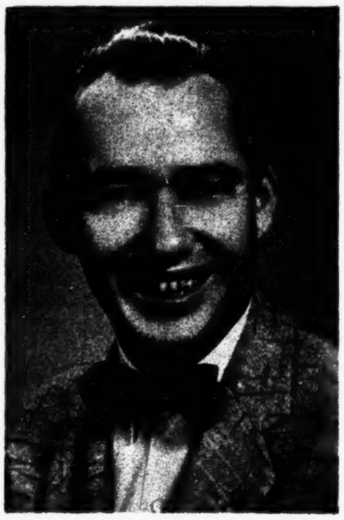
Another movement in the picture today in our community junior colleges is the experimental drive. The junior college has become a fertile place for experimentation. Any why not? We are a new institution. We are not hampered, or we should not be, by the older traditions of education. Unlike many of our universities and four-year colleges, we have not been greatly influenced by the Johns Hopkins complex. Much of our education, as you know, has been influenced by the conception of Johns Hopkins University toward procedural teaching. The junior colleges have not had this as an influencing factor. What's happening in our country today among the junior colleges? Well, let me tell you a few things. Let's take the Oakland Community College just outside of Detroit. The institution is building three large campuses to serve approximately 30,000 students. These campuses are being built with about $20,000,000 of capital outlay funds on each campus, about $60,000,000 total, and not a single clasroom is being built on any campus. This is entirely an independent study institution carried to its ultimate limits. Faculty members don't hold classes; they meet small groups for discussion, but they are engaged primarily throughout their entire schedule of teaching in the tutorial process, in laboratories, in all kinds of classes. Does this plan frighten me? It scares me to death. I don't see how they are going to do it. I don't know what's going to happen to that one-third, at least, of all the students coming into the junior colleges that must be led by the hand and who frequently will improve more when they are in group learning experience than they will be themselves using an automated teaching machine. I don't know what is going to happen to those students. I don't know where Oakland will get the teachers who will be oriented out of the classroom procedure and the lecture method and the discussion method and the inner class dynamic action to do this tutorial type of teaching in the teaching laboratories with all of the devices that can be used now. I don't know what plans are made for testing and for scheduling. Are there any big universities using this new approach? Well, one that we are all familiar with, Purdue, is making great strides forward in the tutorial type of teaching, in individual teaching, the independent study, the project type of study. But as far as I know, the Oakland Community College is the first of our junior colleges to go to this concept of teaching entirely. This is experimentation, certainly, in its ultimate but there are many other kinds of experimentation going on. We are experimenting with closed circuit television. We are experimenting with all kinds of audio visual aids. We are experimenting with the use of instructors in different ways than traditional teaching procedures. We are experimenting with new devices in testing and evaluation of students. We are experimenting with new devices and procedures for quality control of programs. We are experimenting with different kinds of teaching tools. We are experimenting with our libraries, doing away with the old conventional library which basically was a semi-study hall anyway. We are experimenting with the independent study patterns—perhaps not to the extent that Oakland Community College has done, but in other directions. Experimentation and forward movement will create some failures and some that are less than successful, but we cannot stand still. The junior college president or the junior college faculty that long for the "status quo" and say, "Here it is. We have found our place. Here's where we take our stand. This is good and nothing can be better," is doomed to failure and will not serve its students well. We are moving into an age that you and I do not understand. We don't know what the needs of this new age are going to be. We are having a new kind of student come to our campuses, a student with a new breadth and a new vision and a new concept of his own role and his own place in society. If you and I don't keep up with our students, we are lost. We've got to move ahead. Experimentation must be a part of the pattern. Experimentation that is sound and effective, but experimentation it is. We must be bold; we must be aggressive; we must try new things; we must develop new hings; we must look upon our students as being a different kind of student than we have had before.

There is much talk today of the junior college universal education. Instead of the high school being the place where universal education comes to an end, it will soon be the junior college, and all students will be expected to go on into the junior college to complete their educational program, their educational work. Junior colleges will be tuition free; fees will not be charged; they will be a part of the whole universal education pattern.

I have said little about the great emphasis and focus upon occupational education on the collegiate level. We are developing tremendous occupational programs in the business and commercial fields, particularly in data processing and in the whole field of computerization. We are developing programs in science and engineering technologies. We are developing programs in the health related fields, and these occupational programs have become one of the most important, the most dynamic, the most aggressive kinds of education that we have today.

The junior college is moving forward in all curriculum areas. There are 179 junior colleges still on the drawing boards and in the planning stage but for which monies have been appropriated and sites have been determined that will be established within the next three years. We know that by 1970 there will be well over 1,000 community junior colleges in this nation. Gentlemen, here is the challenge, here is the job, let's move forward!

THE ROLE OF THE ADMINISTRATOR IN THE COMMUNITY COLLEGE



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Two things impresed me as I began to read and prepare for this assignment: the dualistic nature of administration and the idea that administration is a service only. Consider the second aspect as it is reflected in the definition of administration given by Knezevich: "Administration is the process concerned with creating, maintaining, stimulating, and unifying the energies within an educational institution toward the realization of the predetermined objectives." (9:12-13)

In more definite terms Gibson states "School Administration is a service function for the implementation of the basic process of education. It is a service, the end result of which must be measured in terms of the effectiveness of institutional objectives." (4:115)

Millett expresses it this way. "Administration exists not to dominate faculty or students but to serve them." (11:180)

Nowhere in the literature did I find a refutation of the notion that administration was a service function but I did find many authors who thought there was at least one other dimension. This brings us to the dualistic nature of administration.

Perhaps the first dualism that should be noted is the "neither fish nor fowl" problem that has beset two year colleges since their beginning approxixmately sixty-five years ago. Very little has been written about administration in the two year colleges *per se*. In the annotated bibliography edited by Meeth, there are 43 references to the college presidncy and 20 under the heading of the Academic Dean. (10) Only two of these 63 references deal specifically with the two-year college.

Should we then turn to the four year institution or to the public schools to find our answers. Actually we could make a good case for each one. Or, to be on the safe side, perhaps we should turn to both.

The second dualism is suggested in the title of the book written by Harold W. Dodds, *The Academic President—Educator or Caretaker?* (2) Dodds expresses primary concern that the college president be the *educational leader* of his college no matter *what else* he may be called upon to do to fulfill his role.

Donald Faulkner advances the thesis that there are three branches encompassed by administration—building of policies, interpreting of policies, and carrying out of policies—and that the president is both *educator* and *business man* responsible for the third branch. (3:267)

Hungate feels that the pattern of administration has changed within this century so that the president has been assigned responsibility for *financial and business administration* as well as for *educational administration.* (7:34)

Stoke deplores the fact that complicated and expanded bureaucracy of higher education has turned the president from a *man of learning* into a *manager*. (14:3) Watt sees the same gradual transformation of president from *educational leader* to *manager* and *public relations man.* (16:513)

The dualistic nature of administration is even more pronounced if we examine the literature of the public schools. Pittenger points out that prior to 1900, the dual organization (superintendent of schools and business manager reporting directly to the Board of Control) seems to have been generally advocated by educational leaders. (12:47) Around 1900, desirability of unitary control began to be felt, but "educators were active in support of the plan to make the school director or business manager . . . rather than the superintendent of schools, the chief executive officer." (13:85)

But this is only one dualism—educational leader vs. manager. There are others suggested in the literautre. Clark Kerr concludes that the president of a large complex university system can no longer play his role of the "educator-leader." His job is that of "mediator-innovator" concerned with *keeping a reasonable semblance of peace* among the warring factions under him and with *promoting a steady if uneven development.* (8:36-9)

Knezevich presents us with several other dualisms. First he raises the question of whether administration is an *art* or a *science.* (He concludes that it is both). (9:15-16) He next raises the question of whether *school administration* differs from *administration in general.* His analysis of the administrative process involves a *dual* classification for terms which describe administrative functions. Finally he talks about *informal* organization contrasted with *formal* organization. (9:58) Blocker discusses the same issue at the community college level. (1:193)

One other dualism and I am through. In studying dimensions of leader behavior, Halpin selects two specific dimensions: Initiating Structure and Consideration. He goes on to say:

> There is nothing especially novel about these two dimensions of leader behavior. The principles embodied in the concepts of Initiating Structure and Consideration probably have always been used by effective leaders in guiding their behavior with group members, while the concepts themselves, with different labels perhaps, have been invoked frequently by philosophers and social scientists to explain leadership phenomena. Practical men know that the leader must lead—must initiate action and get things done. But because he must accomplish his purpose through other people, and without jeopardizing the intactness or integrity of the group, the skilled executive knows that he

> also must maintain good 'human relations' if he is to succeed in furthering the purposes of the group. In short, if a leader—whether he be a school superintendent, an aircraft commander, or a business executive—is to be successful, he must contribute to both major group objectives of *goal achievement* and *group maintenance.* [5:87]

This should suffice to lay the ground work for me to speak on the dual role of the administrator. And that is precisely what I am going to do but for convenience I am going to divide the subject into five categories suggested by Algo D. Henderson. He suggests that an administrator in a mature and complex institution needs to be (1) an educator; (2) an organizer, (3) a personnel officer, (4) a financial officer, and (5) a public relations man. I think it is not difficult to see that the last four could be grouped under a heading of manager. (6)

THE ROLE OF THE ADMINISTRATOR AS AN EDUCATOR

Being an educator means knowing something about the learning process, something about the characteristics of the later adolescent—his needs and his values, and something about the qualifications of persons who can carry through the educational process. The administrator needs to have the respect and confidence of his academic colleagues and conversely he needs to respect them. He needs also some knowldge of program development and instructional methods, and the gift or skill of group leadership so that he can rise above the more particular interests of his former academic work and lead the group thinking to the larger purposes to be achieved by the institution.

Much of the time of an administrator is spent, or should be spent, in planning, which can be defined as purposeful preparation. Culminating in a decision which serves as the basis for subsequent action. Planning enables the administration to anticipate the impact of various forces and to influence and control to some degree the direction of change. The administrator is the only person who has the "big picture." Policies or directives have been handed down to him; advice and recommendations (sometimes ultimatums) have been handed up to him. He is the only person in a position to do institution-wide planning.

Perhaps a word needs to be said about institutional goals. The college must always function within the legal framework under which it was created. Within these legal limits the local board of control will adopt policies that serve as guidelines for the development of goals. Then the president working with all the persons involved will chart the course for the institution.

This is not to suggest that the president is not to know ahead of time what he wants. There is no doubt that there is a high positive correlation between clarity of purpose and vigorous educational leadership, on the one hand, and institutional vitality and excellence of achievement, on the other. Harvard under Charles W. Eliot was carried skillfully through a period of profound change because Eliot knew what he wanted and was not afraid to initiate action.

THE ROLE OF THE ADMINISTRATOR AS AN ORGANIZER

The administrator must understand the principles relating to the delegation of responsibility and authority, how to define the functions of particular jobs, the interrelationship among jobs and the lines of communications, and how to synthesize the results flowing from sub-divided efforts into an organic whole.

But no organization, regardless of its theoretical efficiency, provides any guarantee of a sound operation. Just as the skilled labor of many workmen is required to build a house according to the architect's plans, so does administrative design require the contributions of many people in order to translate the design into educational results. The variables which cannot be anticipated in administrative organization are people, of whom no two are alike. Organization without provision for variation in terms of personalities can exist only in theory. When design becomes an ultimate form from which no deviation is permitted, it becomes a dogma no longer capable of serving the function of an educational program.

Design must vary in terms of instructional staff for although we employ staff members for specific functions, in practical situations it becomes necessary to assign functions in terms of the capabilities of available personnel.

Individual members of the staff are assigned functions and responsibilities in response to the establishment of a new policy, new program, or a new course of study. It goes without saying that the assignment of a responsibility must be accompanied by the necessary authority.

Goals and standards precede organization which can be viewed as a system of structured interpersonal relationships, with roles and expectations prescribed for the incumbents of various positions. There are informal organizations in all formal ones. The informal grows out of the personalities of fellow workers as a consequence of frequent social and other contacts. The informal organization may introduce innovations, but it may also create problems.

THE ROLE OF THE ADMINISTRATOR AS A PERSONNEL MANAGER

No single task is more important than the recruitment and selection of a staff of high quality. To accomplish this the administrator must be a keen judge of persons and must be the type of person who will attract good staff members.

What do you look for when you recruit key staff members? One who will support your programs or one who will think for himself? One who was educated in the same university you were or one with a different educational background? One whose interests and hobbies parallel yours or one you wil probably never encounter outside of business hours? Do you want a mix or a match?

Ultimately the quality of the institution depends upon the character and values of persons who are appointed to the administration and faculty. According to Taylor.

> The work of President Lowell, President Harper, President Gilman, President Wilbur or President Van Hise was to hold in mind a set of ideals and values to be achieved, and then to bring to the University the kind of men and women who were devoted to achieving those values. (15:28)

This would suggest that the president must as a minimum have (1) an understanding of conflicting educational philosophies, (2) experience in determing quality of intellect, scholarship and teaching ability, and (3) knowledge of the way in which faculty decisions and reactions to decisions come about.

But the material presented about prospective appointees has little to do with the important things. Seldom do we find the notation that this is an outstanding teacher, and when we do, it is a subjective evaluation made at another time and another place. Without question we need some improvement in area of personnel selection.

THE ROLE OF THE ADMINISTRATOR AS A FINANCE OFFICER

The budget is a primary instrument of administrative control and the administrator who fails to learn the fundamentals of budget preparation and administration is doomed to be a mediocre, if not unsuccessful performer.

The phases in the budgetary process are the preparation, presentation, adoption, administration, and appraisal. Responsibility for preparation rests with the chief administrative officer and involves three major phases: (1) the determination of the educational program, (2) estimate of expenditures, and (3) estimate of revenues.

Once prepared the budget is presented to the Board of Control for adoption, then it comes back to the administrator for execution which he should be free to do as long as he stays within the budgetary limits. Appraisal is the responsibility of both the Board and the administrator.

But this is the secondary function of the administrator in the area of finance. The primary job of the administrator is to provide the resources, lack of which will certainly hinder the success of the operation. In the private colleges this task of the administrator is crystal clear but is equally the responsibility of the administrator in the public institution. The procedure may vary—passing local tax levies or lobbying in the state legislature—but the end is the same, adequate resources to carry out the educational program.

Even in a superficial treatment of finance, such as this one, some attention should be called to the increasing role of the federal government and the impact of grants on higher education. Many community college presidents (including most of you, I suspect) have already assigned a staff member the responsibility of keeping up with availability of federal funds. The same person may also be asked to look for grants that may be available from the Foundations.

THE ROLE OF THE ADMINISTRATOR AS A PUBLIC RELATIONS OFFICER

A community college depends upon its publics for students, for resources, and for a climate conducive to successful operation. An understanding of these publics, knowledge of techniques of how to reach them, and an appreciation of the value of a well planned public relations program will make a valuable contribution to successful tenure as an administrator.

Two points are worthy of emphasis at this time. First, the public (or publics) is entitled to an honest, continuous, balanced interpretation of what is going on at the college. This, of course, is work that can be turned over to a person or persons trained in this field. But the administrator must never be far from this arena because of the public's expectations of him. This leads us to the second point of emphasis.

To the public, the president of the local college is Mr. Community College. He is identified with the college twenty-four hours a day, seven days a week. His behavior at all times influences the image that the public forms of the college. It is never possible for him to make a casual or informal report; he has too much status.

Good public relations don't just happen. This is suggested in the somewhat factious definition—public relations is doing good and getting credit for it. Note the two dimensions and the order in which they are given. Although doing a good job is the first order of business, the administrator who thinks the second will follow naturally, is indeed naive. There are simply too many other "good causes" clamoring for and getting the attention of the public.

One of the axioms of public relations is that it is a two-way street. Frequently in the day to day operation we lose sight of this fundamental. Good public relations involve as much "listening" as "telling."

These then are five roles that the administrator of a community college is called upon to play. We might have included others such as curriculum specialist, master of teaching stratagems, counselor, and building expert. Perhaps the last one should have been included since most of you are engaged in building programs.

Which of the roles that we have identified is most important? Are they all of equal importance? Each of you must answer these questions for yourself. I believe that the administrator who fails to pay some attention to each of the roles will soon be in trouble; likewise the administrator who spends too much time playing any one role will soon have dissension in the ranks.

The central question then is how shall the administrator spend his time in this "process concerned with creating, maintaining, stimulating, and unifying the energies within an educational institution toward realization of the predetermined objectives." (9:12-13)

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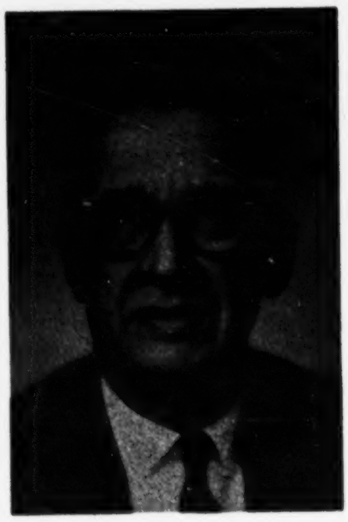
PREPARATION OF COMMUNITY COLLEGE TEACHERS



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In talking about preparation of teachers for junior colleges, some of the things I have to say may sound "way out." If they do, it's simply because most of us, I think, have become conditioned to the fact that a majority of junior college teachers are "retreads." They were intended by preparation to do something else, and then they moved into the junior college, and they have done an excellent job. Maybe we should say that the preparation of teachers for two-year colleges should be a retreading proposition and let it go at that. But I'm not satisfied with accepting such an idea.

I'd like to make some suggestions about the preparation of teachers for junior colleges, and hope that these suggestions might bear some fruit. I think as a result of adopting some of these suggestions we might even get better teachers in junior colleges than the excellent crop we now have.

CERTIFICATION REQUIREMENTS FOR JUNIOR COLLEGE TEACHERS

I'm going to talk a bit about the present status of our teacher preparation, that is preparation of teacher's for junior colleges. I think it's relevant to the topic to remind you that in ten of our fifty states the teachers are required to have certificates from the State Department of Education, that in some of these ten states the certificate amounts to merely a master's degree in the teaching field, and this has in part been brought about as a result of the long association in some states of junior colleges with high schools. The trend, however, in the matter of requiring certification for eligibility to teach in junior colleges is on the decrease. It will not be many years until this requirement will be eliminated altogether.

UNIVERSITY PROGRAMS FOR PREPARING JUNIOR COLLEGE TEACHERS

Our attention may now be focused on the universities which are offering programs to prepare teachers for two-year college. I have compiled data on this topic following the usual procedure in gathering the information from questionaires. I had replies from sixty-two universities. Forty-eight of these were publicly controlled universities in thirty-six states and fourteen were non-public.

Of the public universities, when asked if they had formal programs for preparing teachers for junior colleges, 17 replied yes and 31 replied no. Of the non-public, six replied yes, eight replied no. It is of significance that of the twenty-three universities supplying and affirmative response —seventeen public, six non-public—six of these indicated that their program was started in 1965 and one indicated its program was to be started in 1966. Thus, seven of the twenty-three, or approximately a third, are just now getting into the field.

This situation is perhaps indicative of the probability that as we increase the number of two-year colleges, which is being done rapidly, and as the consequent demand for two-year college teachers increases, there will be a continued increase in the number of universities which will be providing such programs of preparation for teachers in the two-year institutions.

Of the twenty-three public and non-public institutions now providing such programs, some of them frankly say that their program consists of nothing more than a master's degree in the teaching field. On that basis it could be said accurately that every university in the country has a program of preparation of teachers for two-year colleges. This assumes that the program is nothing more than a master's degree in the teaching field. Some of the programs currently offered are a little more sophisticated, however, than that.

Your attention is directed to an interesting project that is being carried on at the University of South Florida in Tampa currently. On the basis of a grant from the United States Office of Education, the University of South Florida, working with eight junior colleges in the Tampa Bay area, is studying the matter of developing a program of preparation for junior college teachers. To me this is one of the most significant developments that I've come across lately.

BASES FOR TEACHER-PREPARATION PROGRAMS FOR JUNIOR COLLEGES

As I think of the development of programs to prepare teachers for junior colleges, I am reminded of a story which I'm quite sure you probably have heard. Its relevance lies in the fact that a reverse application of its moral applies to the matter of developing such programs as we are considering. You remember the story of the two housewives, each in her own backyard, arguing across the fence that separated the two yards. The moral of this story is that they will never be able to agree because they are arguing from different premises. A reverse application of this I think is needed in connection with developing the programs for teacher preparation for junior colleges.

I think it's about time that we get away from the premise of developing teacher-preparation programs on the basis of the way we have prepared teachers to teach in four-year colleges and universities, or on the basis of the way we have prepared high school teachers. We need another premise in connection with the program. I propose to suggest two things in connection with this matter of a new premise. One suggestion comprises an analysis of the responsibilities which community teachers are likely to face. Please note the change in the adjective from "junior" to "community." Actually, as we look at the development of junior colleges, they are becoming more and more community-oriented, which I think is highly desirable.

JUNIOR COLLEGE STUDENTS

I would like to talk about the responsibilities of junior-college teachers as they relate to the type of students which we find in a junior college. Several attempts have been made to write a detailed description of the junior college student. Most of the attempts have failed in discovering unique characteristics of these students. I think we would have known in advance that they would fail in this respect because the junior college student in essence really has only one feature that is unique among all college students. This is a feature which does not attach to an individual student, but which attaches to junior college students in general, and comprises the wide range of ability between the most capable and the least capable students.

As four-year colleges continue to raise admission standards and as the social and economic pressures keep rolling up on high school graduates to attend college, junior colleges are going to have a growing number of students in the lower echelon of capability. The bottom is not going to drop any lower than it is. The top is not going to go any higher than it is. We will continue to have in all of our junior colleges some excellent students just as we always have had. What is likely to happen, though, is that as the four-year colleges raise their admission standards we are going to be forcing more and more students in the lower echelons into the junior colleges—a piling up of students at that level. I think this in itself carries some rather important implications for teacher preparation for junior colleges.

I am assuming that community colleges are going to continue to operate as many of them have operated on an open-door policy. Unless we develop a teacher-preparation program which will prepare teachers to work with this wide range of students admitted as a result of this policy, to the end that the students have a chance of succeeding, we will have to continue to solve our admissions mistakes by "flunking" students out at the end of the first semester. If we are to have an open-door policy, we must have the type of teacher who can deal with all of the range of students. If we don't go this our open door will become, as someone has said, "a revolving door."

What are these types of students with which junior college teachers will work? I have classified them into nine types.

1. One of the types is the transfer student who is fully qualified on the basis of his high school record and his two-year college record to transfer to a four-year college and will transfer. So far as his type is concerned, he will constitute about twenty to twenty-five per cent of the total student body.

2. The second type is the transfer, subtitle "late bloomer." This is the student who came out of high school with a so-so record—the kind of youngster who catches on fire in time and who eventually will transfer to a four-year institution and do well there. I don't think I need to give an elaborate description of this type of student because I know you are all acquainted with him. He is the one that you felt all along had a potential but just was never able to grow up, to mature. Suddenly, though, as the result of circumstances which you might even not know about, he did reach this maturity, did bloom out.

3. A third type of student is the transfer student, subtitle, "become terminal." This is the student who, when you counsel with him as he enters the junior college, strongly asserts that he is not going to be a terminal student. You see, the term "terminal" should never have been adopted. It carries a sort of built-in stigma as something that's just not quite respectable—it's like the "junior" in connection with junior college. This is the student who is a transfer student by his own claim, but actually becomes a terminal student in the sense that he never goes beyond the junior college.

4. A fourth type of student is the terminal, become transfer. This is just the reverse of the other. This is not the late bloomer that I talked about. This is a student who just went to junior college because everyone else was going to junior college or going to college and the college was nearby and many of the high school graduates were going there. And so he went or she went. And then at the end of the two years this is the type of individual who because everyone is going to transfer, or has plans for transferring, transfers. He has no particular reasons for doing so. He has the ability but not much ambition. He is just one of the group and he goes along with the group.

5. The fifth type is the terminal, subtitle "technical." As I use the term, "technical," I am arbitrarily assigning to it a definition which will differentiate it from "vocational." To complete the differentiation I am arbitrarily assigning a definition to vocational. By "vocational," I mean that this is the type of occupational program which can be completed in high school. By "technical," I mean a program which requires a high school preparation as a basis for admission. And so, when I talk about terminal, subtitle technical, I'm not talking about the vocational student.

I happen to be one of those "misguided individuals" who does not believe the junior college ought to provide vocational programs. I recognize that I am the only one who is out of step. I wouldn't argue that junior colleges shouldn't provide vocational programs, I just happen to believe that they should not. And so, when I say terminal, subtitle technical, I am using the term technical in the sense of a program which can be entered only on the basis of high school preparation. The student who enters this program knows pretty much what he wants. He is likely, as a result of current influence or previous conditioning, to see little value in anything but the technical part of his program. Chances are he sees very little benefit in a general education along with the technical education, and it's my conviction that any college which lets him get a technical education without the general education shortchanges him shamefully.

I can't help but get some of my biases and prejudices in this paper, and I label them as biases and prejudices so that you won't think that I'm going around trying to convert people to this idea. As a matter of fact, I've been trying to convert people to certain ideas of mine for thirty or forty years now, and so far I have not had a single convert so any of you who feel strongly in opposition to some of the things I say, don't need to worry. The apple cart will remain upright.

6. A sixth type of student is the terminal, subtitle non-technical. This is the student who receives two more years of education and winds up his education at that time. This is the type of student who, in our planning, in our thinking, in the literature, in what we say, probably receives the least attention of any student because there is an abominable persistent idea (another prejudice of mine) that if you're a terminal student this is synonymous with being a technical student. I have the greatest of respect for a technical program. My regret is that we don't have more of them. At the same time, however, we do have students who are going to take two more years of education, who are not going to transfer at the end of that time, and who do not want technical programs.

7. The seventh type of student is the adult student, subtitle refresher. I think we are going to have more and more of these. The terminal and transfer students previously noted are full-time students. The adult student is a part-time student:—not only a part-time student but a part-time student whose main interest in life is something other than getting an education. His main interest in life may be earning a living or running a household. This is the type of individual, and I think we probably will find many more women in this group than men, who having reared a family decides that she wants to go back to school to refresh some of the occupational skills she once had, that she has kept up-to-date, and she merely wants to rebuild her skills.

8. Another type of student is the adult, subtitle up-grading. And here again I'm quite sure that you are familiar with this type of adult student. This is the person who merely wants to upgrade his skills and competence to qualify for an advanced position in whatever organization he is working.

9. And the last type of student is the adult, subtitle avocational. This is the person who takes the short courses as the regular-length courses. He has no particular interest in getting credit for them. Let me illustrate the type.

Many years ago when I was working in a junior college, and may I inform you that it has since recovered, one of the men in the town, a man who at that time I felt was rather old, came to see me. You see at the time this occurred I was much younger. I am convinced now that middle age starts at thirty-five and old age at ninety. He certainly wasn't old on the basis of that definition. Anyway, he came to my office and said, "There are a group of us in my neighborhood who would like to take a course in refinishing furniture. Could you arrange one for us?" I talked to one of our vocational people and he agreed to teach the course, so the arrangements were perfected. The group met twice a week from 8 to 10 at night for our 12 weeks' evening school session. At the end of the 12 weeks they wanted to go again, and they kept this up for many sessions. Now, refinishing furniture was an interest of theirs, there's no question about it, but it was also a social occasion. This is what I'm talking about in this avocational type of student.

All right. Nine types: Transfer, subtitle qualified—Transfer, subtitle late bloomer—Transfer, subtitle, becoming terminal—Terminal, subtitle, becoming transfer—Terminal, subtitle technical—Terminal, subtitle non-technical—Adult, subtitle refresher—Adult, subtitle upgrading—Adult, subtitle avocation. So far as these nine groups are concerned, obviously there's a great deal of similarity among them in regard to their characteristics. But on the basis of the purpose for which they are getting their education, there is a real difference. And in my judgment this difference has definite implications for the ability of the junior college teacher to understand a variety of purposes and to accommodate the several groups of students who have this variety of purposes. Too often, the four-year colleges, sets up one mold. Students either fit into it or they don't. The policy continues: if you don't fit into the mold, that's good because there are people waiting in line to get your place anyway.

Maybe this is being harsh on the four-year colleges. I am sure it is. But I hope the harshness might be accepted perhaps as a slight exaggeration simply to indicate the contrast between the type of teacher needed by a community college who's going to deal with a wide range of students and the teacher in the four-year college in which the traditionally academic mold is well established and the student must fit this mold.

JUNIOR COLLEGE PROGRAM

There is a second area in which junior college teachers need to have some preperation: preparation for implementing the type of program found in community colleges. This type of program is characterized by two parts: (1) community serving, and (2) community orientation.

The old days of town and gown, of colleges being separated from the city or town of their location, have just about gone. Community-serving junior colleges, however, mean more than just the breakdown of the wall between the college and the community. Community serving, or as it is more frequently called, community service, means exactly this. The college, for junior colleges aren't the only type of college providing this service, is active in helping the community solve its educational problems.

These problems run the gamut—cultural, academic, political, economic, recreational, technical, occupational, professional. The only criterion is that it constitutes a problem which can be alleviated by an educational approach. The preparation of teachers for junior colleges must give them the perceptiveness to see opportunities for providing educational service for community problems, an understanding of how these services can be provided, and the competence to devise educational programs which will be successful. Since this perceptiveness, this understanding, this competence is not part of our original equipment, it is up to the teacher-preparation programs to provide it to the prospective teachers.

The other part of the program I am calling, for lack of a better term, community-orientation. A community-oriented program is not a community service program as I am thinking of the term. In the case of community service, the institution is serving the community in helping to satisfy educational needs. In the second case, the institution is using the community, using it as a laboratory. It is only fair, if the community expects to be served by the junior college, that it should also expect to be used as a laboratory. It should be a two-way street, rather than just a one-way street. This is the other aspect of the program which I think needs to be taken into consideration in connection with developing preparation programs for community college teachers.

In the first part of this paper I talked about the present status of junior college preparation programs with certification requirements in ten states; and with twenty-three universities providing programs for preparation of junior college teachers. In the second part I undertook an analysis of the type of responsibilities junior college teachers will face on the basis of the type of students with whom they will be associated and on the basis of the type of programs the junior college will provide. In the third part, I would like to suggest a program for preparing teachers for junior colleges.

BASIC PRINCIPLES UNDERLYING A PROGRAM TO PREPARE TEACHERS FOR COMMUNITY COLLEGES

Let's get down to my suggested basic program. I'm going to suggest some basic principles. I'm not going to spell this out in semester hours and such as that because there I'd really get myself in trouble. I'm going to suggest a six-year program, a six-year program beginning with the freshman year of college.

GENERAL EDUCATION

The first two of the six years should be devoted to acquiring a genuine general education. If the prospective teacher is preparing for a field in which the first two years cannot be devoted to obtaining a genuine general education as in some of the fine arts, or in some of the technical areas, I will settle for postponing a part of that general education until a later time. This general education, however, will be the broad base on which the teacher operates, a genuine general education. I'm not talking about introductory courses to advanced level work in academic and professional fields. I'm talking about courses whose value is that of educating a person in such broad areas as those of communication, of personal-social adjustment, of citizenship, of understanding his physical environment, of developming an appreciation for fine arts and literature. This should be a genuine general education as contrasted with the spurious types so often existing.

PROFESSIONAL PREPARATION

The professional preparation should occupy the remaining four years. I'm not particularly concerned, as I said in regard to the general education, about the sequence in which the general and the professional education are obtained. I can see where part of the professional preparation would have to be placed in the freshman and sophomore years in such areas as fine arts and the technical fields. The all-important consideration is that there be four years of professional preparation and two years of general education.

What's in the professional preparation? Part of it, I would say the major portion of it, maybe as much as three-fourths or four-fifths of it, would be subject matter specialization. When I use the term "subject matter" I deliberately am using it in a very loose sense to include the basic content of a teaching field or fields whether they be academic or technical. Subject matter in this sense includes business skills, fine arts skills, technical skills, and such as that. Thus when I use the term subject matter I'm not using it in a narrow academic sense, but in a very broad sense.

Courses in which this specialization is acquired must somehow or another, be organized in a way different from their usual organization at the present time, particularly in the academic field. This subject matter specialization must not be intended to prepare the person to write a Ph.D. dissertation; it must not be slanted in the direction of narrower and narrower specialization leading to research competence. I'm not sure we can get this type of course; maybe we can. I rather think we can, if we have enough customers for it.

I want a person when he has finished with his subject matter specialization to know his field so well he's not afraid of it, to know his field so well that he knows if a student with limited ability gets part of the work in his field, it is much better than if he gets nothing at all, which happens when we fail students in courses in which the academic standards are too high for him to attain.

Perhaps I shouldn't have mentioned the term "standard," it is a fighting word, I recognize. I think more sins, however, are committed in the name of standards than practically anything else in college education. I'm in favor of high standards, too, but I know that in a community college, if we're going to do the job for these nine classes of students, we're going to have to define standards in terms of the ability of the student, and not in terms of some detached academic factor. This means for the good student the standards are going to be even higher than we have at the present time, and for other students, different, not necessarily lower standards.

The second part of the professional preparation is concerned with knowing and understanding students, knowing what makes them tick, having more than just a passing familiarity with the basic principles of the psychology of learning. This knowledge of the student should be extensive enough to enable the teacher to do a fairly good job in diagnosing the student's learning difficulties and provide a fairly accurate prediction as to what the student needs to do to overcome those difficulties. In this respect, I wish the psychologists would get busy. I wish they'd quit worrying about some of the esoteric factors in their field and find out what we need to know about the psychology of learning to enable us to do a good instructional job.

INTERNSHIP

The third part of the program of professional preparation is that of the internship. This internship should be served in a recognized community college. The intern should live in the community in which he interns; not commute between the community and his home base at the university. The internship period should last for a quarter or a term, the intern should be paid a salary by the community college at which he interns, and he should have full supervisory service while interning.

The fourth part of the professional preparation has to do with leading prespective teachers to develop a firm conviction of the value of in-service training. This would enable prospective teachers to develop a desire, a burning desire, to keep up with all of the new developments in their teaching field or fields, as well as all of the new developments in teaching.

Junior college teachers, like members of any other profession, cannot be permanently immunized against ignorance. Pre-service preparation alone won't get the job done.

Junior college teachers need an in-service program. They need it for two reasons: the two pressures which constantly confront them. These pressures which will continue to exist as long as we live in a dynamic progressive society.

One pressure is produced by the rapidly increasing store of knowledge in practically every academic and technical field. There is an interesting story going the rounds which is relevant. It has to do with this rapidly increasing amount of knowledge in all fields. As this rapidly increasing amount of knowledge continues, and as we look to computers as a place for storing this knowledge, we are actually finding that computers have limitations. So the suggestion has been made that since human beings have no known limitation in this respect, we could substitute them for computers as a place to store this knowledge, And, so the story goes, human beings have one other advantage over computers—they can be produced by unskilled labor. This is one pressure on the junior college teacher—simply keeping up with new knowledge in whatever academic or technical field this teacher is working.

The second pressure is in the area of instruction or teaching. New means for increasing the efficiency of teaching are constantly being devised. These include closed circuit television, team teching, programmed instruction, teaching assistants, and on, and on, and on. If the teacher has a desire to do his best job of teaching he is desperately in need of some type of help.

The in-service program will really have reached the millennium when the teaching faculty comes to the administrator and says, "Let's have an in-service program," "Let's do something by which we can keep up." Usually it works the other way around, you know, and the administrators sometimes approach the in-service program with a certain amount of fear and trepidation.

There is another aspect of this improvement of instruction which can be illustrated. It is where a teacher goes to the dean of instruction and says, "Look, would you visit my class tomorrow. I have this sort of problem in the class and I'd like for you to come and sit in the class, and for us to sit down together and talk about this when it is over." Classroom visitation in junior colleges is an insult to the faculty? If we believe what we say, that instruction is our business, that we'll do a better job of instruction than the people in the four-year colleges, because part of their time is devoted to research, which we're not going to do, since we have fifteen semester-hours' load, a full load by any standards; if we really mean this matter of superior instruction, there's no reason why a teacher should be in a different boat from a medical doctor. Certainly medical doctors are not above having a conference with some other doctor or doctors, in order to check on a certain diagnosis. Why, in teaching, where instruction is the important thing, should there be a resentment about visitation in classrooms, visitation when it is on the basis of the teacher asking for it?

Now this means one thing for administration. It means you're going to have to provide a dean of instruction who has sufficient competence to be able to help the teachers. And I could say a lot more, but maybe I'd better not.

SUMMARY

By way of summary, I have suggested a six-year program, two years of general education, four years of professional education dealing with subject matter specialization, with developing of students, with an internship, and with developing a keen desire to keep up. What sort of courses will do each of these? I haven't the slighetst idea, the foggiest notion. These are the things, though, that I think need to be done.

Are my suggestions impractical—way out in left field, or beyond left field? Yes, they are, if they are compared with what has often been done in programs for the preparation of teachers for junior college in the past. But if they are compared with what we need to do in connection with preparing junior college teachers, I think they are just about as practical as it's possible to be.

A POINT OF VIEW ABOUT PHILOSOPHY

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A chemistry professor of mine began his course with the statement that it was not possible to give an adequate definition for organic chemistry. Whereupon he gave a definition, acknowledging at once that any intelligent chemist could tear it to pieces. Curiously, no one in the class said a word. At the risk of some intimidation from you, I will assume the same pose and offer a definition: Accreditation in higher education may be described as the recognition accorded an institution which meets criteria or standards of achievement established by a competent agency. In alternate form, accreditation may be regarded as recognition of the intellectual or academic respectability of the institution.

The former is probably the more commonly appreciated definition, principally because there is an acknowledgement of standards or yardsticks understandable by the layman. The alternate form does express more nearly the genuine ideals sought in modern principles of accreditation, for it would seem to offer no threat to diversity in higher education but declares merely a concern for quality. But please note that both statements by using "achievement" and respectability" imply that value judgments are necessary and there is a degree of sophistication involved in those judgments. If such evaluations are to be made, logically they should be made by those most experienced and involved in education. Accreditation in higher education—in all levels for that matter—is best achieved by the mutual endeavor of skilled and experienced educators, and the benefits are significant to both the evaluated and evaluators.

Regional accreditation had its beginning in 1885 when the New England Association of Colleges and Secondary Schools was established. Four years later the Middle States Association was organized, and in 1895 the North Central and Southern Associations were founded. Two other associations—the Northwest and the Western—were created in the twentieth century, completing the list of six and providing coverage for all fifty states and certain contiguous areas. The first list of accredited institutions in the south was published in 1919, and the number of accredited institutions of higher learning in our region has grown to the present assembly of 417. More than sixty colleges in the south are actively seeking accreditation at this time.

There are some differences in policies and procedures among the six associations, although basically the ideals are the same. Probably they would all agree to the statement which appears in the Principles and Philosophy of the College Delegate Assembly of the Southern Association. "The Commission on Colleges asserts the principle that regional accreditation is preferable to state or national because provincialism tends to threaten the smaller unit, and a national organization may become unwieldly. The boundaries of the accrediting association should not be identified with political framework either state or national. There are many problems to be shared at the regional level that might not be dealt with effectievly in a state or nation-wide association. This does not in any way limit the existing cooperation and exchange of ideas with the other regional associations which are largely parallel in aims and functions. The several regional associations in combination form an effective national system for the control and improvement of quality in higher education."

The several regional associations have combined to form a Federation of Regional Associations at the college level. At present this Federation is principally a medium for exchange of information, for it has no super authority over the regionals. It is a new organization and could well have significant benefits to all of higher education.

Before we leave the realm of definitions, two clarifications are needed. Accreditation should be distinguished from licensing and certification which are designed to protect society from malpractice by incompetent individuals. This kind of responsibility rests with the state.

Another distinction separates institutional and program accreditation. There are twenty nine professional agencies which grant accreditation to schools or programs (e.g., engineering, law, nursing, teacher education). Institutional accreditation is the province of the six regional associations; and, while that accreditation could not certify that all parts—all programs—are of equal quality, it would indicate that none of them is so weak as to undermine the educational effectiveness of the institution and its services to students. Accreditation of a program or school within an institution by one of those professional agencies is naturally concerned with the standing and quality of the entire institution.

Accreditation has a strong social dimension; indeed this may be to the public the most compelling feature. As with any other kind of recognition, accreditation is a mark of quality indispensible to institutions desiring more than local acceptance. It is a factor of importance to students as they select a college. It serves to facilitate the transfer of students from one institution to another; it helps to inform those who employ the graduates about the quality of training received by those graduates; it serves the general public by providing the layman some guidance on the institutions he may wish to patronize.

The social dimension would be weak or even meaningless if there were not a larger and more significant valve in accreditation. In truth the social feature is more like a ceremonial display or badge of office held up to the public but which scarcely reveals the price paid for its acquisition. In other words the social feature has validity because accreditation and its continuation depend upon the maintenance of good quality. I want to stress the maintenance aspect, for the contemporary viewpoint of accreditation involves a periodic re-evaluation of the quality. In former days, an institution might have gained its accreditation and then sustained great deterioration without external notice if the president was skillful in the preparation of certain annual quantitative reports. We know, in fact, that many accredited institutions had gotten in pretty bad shape. Today, our self-study program with its visitation, follow-up procedures, and other features, obligates the institution to reaffirm periodically its right to a place on the accredited list. "No institution should remain at the minimum level, for the educational endeavor is a dynamic process. A university or college improves and grows in strength or it declines. The Commission tries to foster in each member qualitative improvement. The method used in this effort is the Institutional Self-Study and Periodic Visitation Program." The social dimension of accreditation is a legitimate value because it is based on reliable principles.

I have mentioned that accreditation is a mutual endeavor; this is another—and significant—dimension of accreditation. It is only because I am being arbitrary that this feature is divorced from the social aspects. Furthermore, I hope we will have no semantic quarrels; but if any justification is necessary, please regard my next remarks as concerning the *intramural* social features in contrast to the *extramural* already described.

The Commission on Colleges believes that accreditation with its controls and stimulation can best be achieved through a voluntary association of non-profit educational institutions. Free of state or national politics, the Association can work for the improvement of education at all levels, and can draw upon the skilled educators of our region—and other regions too, for that matter—to assist each other. In a very real sense our work is done by volunteers (although paid an honorarium, for committee work, a committee member may earn about 16 cents an hour). The central staff of which Dr. Kelly and I are a part simply cannot—nor should we—carry out the task of evaluation. We call upon the officers and faculties of our member institutions, and in any year may use more than three hundred persons to visit colleges as consultants and evaluators. It is inevitable that both the institutions and the visitors receive benefits: the institutions because of the consultation at negligible cost, and the visitors because of exposure to different approaches to institutional tasks.

If it is true that there is very little which is new in education, it is no less true that there are enormous numbers of new people in education. The old "pro" in education may smirk as the young turks wrestle excitedly with some new idea; a generation ago he thought himself the genius who first conceived that new idea, oblivious to the elders around him who smirked. Not long ago I was introduced to a new idea in dormitory construction—cheap, efficient, and comfortable. Except for plumbing, the building reminded me of structures in ancient Rome. How many times have old ideas in the hands of new people in new contexts been successful? The dissemination of ideas, whether they are new or old, will always be a significant factor in the improvement of education. The processes of accreditation and of the reaffirmation of accreditation prove to be effective media for the exchange of ideas and issues.

It is not enough to say that ideas are exchanged, for this might ignore the kind of involvement characterizing the visitation period. In the context of a subjective evaluation, both parties, the visitors and the college personnel, have the opportunity of informed review. But that review is never based on external conceptions of what the college should be; the emphasis is always on what the institution claims it intends to be.

The second dimension of accreditation asserts that no individual however discerning and no institution however great has a monopoly on all that is good in education. In response to the need, able educators from all across the region contribute to the improvement of education by assisting each other by way of accreditation processes.

A third basic value of accreditation is relatively new to most institutions, at least in point of significance. I have reference to the role of accreditation in the quest for financial support. For such support from the federal government and most major foundations, accreditation is the *sine qua non;* or in lieu of accreditation the "reasonable assurance" offered by the regional associations may serve the purpose. Most of you are familiar with this aspect of accreditation, for you have called on us to assist you in your application for federal construction and program funds. You may not know that the availability of those funds has alerted some older institutions to the significance of accreditation. We wish we could believe that all such institutions were motivated by the basic philosophy of the Association; but that belief is sometimes restrained by the coincidence in time of instantaneous interest and grant application deadlines.

We are glad to work with any institution which earnestly seeks accreditation. There must be evidence of future academic respectability, and there must be evidence of stability which can assure that respectability. At this juncture I should stress that the total scope of principles within which we work are those established by the Association, and that the Association is precisely the institutions of which it is composed. The Standards which Dr. Kelly will discuss, the philosophy, and all procedures were designed by the representatives from a cross section of member institutions. The Standards and philosophy were endorsed by the full membership. In most instances, the "we" which is used is a collective pronoun referring to all 417 colleges.

I have strayed from the third value or dimension. The major foundations and many private individuals offer support to an institution only when the institution gains the respect of its peers. I have indicated that this respect is more than mere membership in the "club."

A fourth dimension of accreditation is the protection which is afforded by the strength of the Association. This feature is embodied partly in the portion of the philosophy which says "The Commission on

Colleges is dedicated to a firm belief in the rights of a teacher to teach, investigate, and publish freely, and in the rights of students to the opportunity of learning. The rights of an institution to fulfill the purposes for which it was founded are held to be incontestable. Sometimes these rights seem to be in conflict; it is then that the Commission must attempt to bring into harmony the counterclaims to freedom of the individual, the institution, and society. The Commission also stands ready to protest in the name of academic integrity when the educational effort is hampered by political interference, or is in any way menanced by those who would subvert the search for truth." I believe you know of instances in which this stand has been important.

I mentioned that the protective feature is "partly" embodied in the portion of the philosophy which was read. There are other aspects! Accreditation, or more specifically the reaffirmation of accreditation as a requirement provides some assurance against long-term internal degeneration. Without the persistent interest of the Association, a significant number of institutions might have deteriorated from within because of uninformed, misguided, or ineffectual leadership.

Another kind of protection is principally toward the public; that is, protection against the misrepresentation before the public of what the institution is and does.

The protections about which we have been speaking need not be exclusively the responsibility of the Association and its currency—accreditation. All public agencies share in some degree that responsibility; yet the Association has a unique role to play.

I would not be fair to you if I neglected a kind of alternative to accreditation by the Southern Association of Colleges and Schools. The social values and probably most others including eligibility for federal funds could be achieved by a community college if certain conditions exist. Principal among those conditions is a system of state coordination which assures each community college graduate admission to a public senior institution of his choosing without hedges on credits. (Such assurance obligates not only the agency of coordination but the senior institutions themselves to assure quality in the community colleges.) Another condition, less easy to imagine, would be that the transfer of community college graduates to private or out-of-state institutions will be no concern of that college. Participation in the programs and in the consultative-evaluative visitations of the Association would not be possible, of course. But the community college could serve a specific need of the state, and it might fulfill that need well. It is superfluous for me to say that we would have an opinion about this substitute for accreditation, but since the Association is a voluntary organization, we neither recruit members nor boycott non-members.

A final aspect of accreditation which we will review deals with the significance of studies and programs sponsored by the Association. The Southern Region Conference on Education held in Richmond last December is an example. The SACS-SACUBO conferences of 1965 illustrate another type of program—a program based on the Standards and designed both to interpret the Standards and to enlarge upon them in theoretical and practical ways. The commitment to such programs and to others which will be planned makes accreditation almost synonymous with an emphasis on improvement.

In procedural and policy matters, certain virtues of accreditation are to be found. Because these matters may be of interest to some of you, I want to review them briefly. Your questions later, if there are any, may lead to more explicit analyses of these operational details of the Commission on Colleges.

Before concluding my remarks, I want to present a brief narrative on certain essential procedures of the Commission, including:

(1) For new institutions, the meaning of Correspondent, Candidate for Membership, the self-study program in relation to initial accreditation, and folly-up measures.

(2) Reaffirmation of accreditation and follow-up procedures; interim reports.

(3) Changes in status such as transition from junior to senior.

(4) Programs and staff studies.

SACS AND THE STANDARDS FOR COLLEGES

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I would like to express my appreciation for the invitation to be with you today to participate in your Conference for Community College Administrators. Dr. Vail and I are particularly grateful for the opportunity to share with all of you our enthusiasm for an association that has meant and can mean much to higher education in the South. We are here because we believe in the work of the Association and its contribution as a dynamic force in the achievement and preservation of quality within our colleges and universities, some of the specifics of which Dr. Vail has already mentioned. We are here because we want to begin to involve you, especially those of you who are in new positions of leadership in higher education or are representing the several new community colleges of the state. Not that we are recruiting members; the Association does not solicit business, it issues no invitation. Rather, we wish to assist you and your institutions to become involved in a vital way with your counterparts who are already participants in this Association and who, like you, have personal and institutional aspirations for the advancement of higher education in the region.

In your experience in higher education, you have probably found that certain colleagues occasionally promote their proposals with reference to the Southern Association. "If a desired course of action is not taken," they may say, "the Southern Association will be displeased." You may have been warned that, to paraphrase the title of an old song, "the Association will get you if you don't watch out."

And it is quite unlikely that many of your colleagues would have questioned seriously such an invocation of the omni-present and omni-threatening academic life-giver in Atlanta. Accreditation is a fact, which everyone knows, and deviation from "respectability" is a sin not to be tolerated.

I suspect that there are many of us who, after several years in college teaching or administrative work, have had little or no personal contact or first-hand experience with the Southern Association. To speak more bluntly, I suspect that there are many faculty members who have never read the publications of the Association nor seen a copy of its Standards.

By now Dr. Vail has described for you something of the philosophy of accreditation we subscribe to and has referred to the regional nature of the Association's operation. He has outlined for you some of the principles and procedures followed in the accreditation process. I wish now to outline the organization of the Southern Association and to refer briefly to its Standards.

The Southern Association of Colleges and Schools was organized in 1895 in Atlanta, Georgia, at a meeting of delegates from several Southern colleges and universities. The stated purposes were: (1) "to organize Southern schools and colleges for cooperation and mutual assistance; (2) to elevate the standards of scholarship and to effect uniformity of entrance requirements; and (3) to develop preparatory schools and cut off this work from the colleges."

It cannot be overemphasized that the Association, far from being the academic "Big Brother" watching you, is a "voluntary organization, the instrument of the institutions that belong to it, through which they express their collective judgment and purpose." Its regional scope is predicated upon the conviction that "the boundaries of the accrediting association should not be identified with political framework, either state or national." Its reason for being is the improvement of education in the South and its *modus operandi* is institutional cooperation.

The Association was incorporated under the laws of the State of Georgia in 1963. The organization as a whole consists primarily of a Commission and a Delegate Assembly of the official representatives of the member institutions for each of three levels of education: The Commission on Elementary Schools, the Commission on Secondary Schools, and the Commission on Colleges. The final authority on regional accreditation for colleges and universities rests with the College Delegate Assembly of the Southern Association of Colleges and Schools. This body consists of one voting representative from each of the 417 member institutions.

The Commission on Colleges, founded by the Association in 1917, is the primary policy-making body of the College Delegate Assembly. It is charged with the responsibility for evaluating college and university members and applying institutions of higher education in the eleven states of the Southern region. Its jurisdiction for accreditation also includes junior colleges with component secondary schools.

According to the Bylaws of the Association, the Commission on Colleges consists of 54 members. Two persons from each state and six persons at large are elected from senior college member institutions, nine persons are elected from junior college member institutions. One person connected with a member school in each state is elected, and six persons at large are elected from member institutions. No more than one member can be elected from a single institution. Each member serves on the Commission for a term of three years; one-third of the membership is elected each year.

The nine-member Executive Council of the Commission on Colleges, appointed from the membership of the Commission, acts for the Commission when it is not in session. Members of the Commission are eligible for membership on the Council and a Council member's term expires when he goes off the Commission.

The Executive Council provides the major guidance for the College Commission. It interprets its policies and initiates new programs for the improvement of higher education, subject, of course, to the approval of the Commission and the College Delegate Assembly.

Much of the work of reviewing applications for membership in the Association, evaluating self-study reports and certain special reports of institutions is done by standing committees of the Commission on Colleges. There are committees on Admission to Membership, one for senior colleges and one for junior colleges; there are committees on Standards and Rports; one for senior colleges and one for junior colleges; and there is a committee on Post Secondary Specialized and Technical Institutions. And, in addition to these standing committees, there are appointed occasionally special committees to work on specific projects such as the revision of Standards, improvement of the Institutional Self-Study and Periodic Visitation Program and others. Assignments to the standing committees are made by the chairman from the membership of the Commission. Special committees often involve other representatives from member institutions.

Visiting committees, made up of faculty representatives of member institutions, are used extensively by the Commission for the evaluation of institutions' compliance with Standards and for certain special purposes. These committees prepare reports which are considered by the appropriate standing committees for recommendation to the Commission and to the College Delegate Assembly for action.

The Commission on Colleges maintains an executive staff at the Central Office of the Association in Atlanta. This professional staff, of which Dr. Vail and I are representatives, consists of the Executive Secretary, the Associate Executive Secretary, and two Assistant Executive Secretaries.

Among the duties of the Commission on Colleges is the preparation of a statement of the standards for membership of colleges and post secondary specialized and technical schools. According to the Bylaws of the Association, the standards must provide for diversity of purpose among institutions.

As recently as 1961, the Association published Standards for senior colleges of liberal arts and sciences and for teacher training colleges separate from those for junior colleges. These Standards were specific, detailed, and largely quantitative in nature. Not a great deal was left to institutions in the interpretation of a Standard or for the adaptation of it to the unique features of a particular college. Senior colleges were expected to comply with and report annually upon compliance with twenty-one specific Standards. There were fifteen such Standards for junior colleges.

In 1962, following a period of over three years of development, the Commission prepared a revision of Standards, replacing the older set with the new, emphasizing qualitative rather than quantitative factors. By 1963, separate Standards for junior colleges ceased to exist.

As early as 1960, the steering committee that was charged with the formulation of the new Standards decided (1) to develop Standards applicable to all types of institutions, and (2) to develop Standards in two parts—(a) a statement of principles, and (b) illustrations and interpretations. These new Standards for Colleges, with some modifications since their original adoption in 1962, are the ones in force today.

Here, again, should be emphasized the voluntary, cooperative nature of the Association and its operation. The development of the new Standards was not arbitrary nor was it the work of a handful of men in a smoke-filled room. (I do not doubt, however, that there was some smoke and perhaps even a little fire along the way.)

The initial committee work was carried on by approximately sixty volunteer committee members and their work was reviewed by about eighty more. The proposed Standards were subsequently mailed to presidents of all member institutions for review and suggestions. When the Standards were adopted by the College Delegate Assembly they represented without question the consensus of the membership.

The Standards for Colleges consist of a statement of the principles and philosophy of the College Delegate Assembly in accreditation, and eleven Standards, each of which, with the exception of Standard One, Purpose, is presented as a statement of principles for that Standard, followed by its illustrations and interpretations.

These Standards, including the statement of principles and philosophy of the College Delegate Assembly, which carries equal force with these Standards, comprise the criteria by which institutions are evaluated for accreditation and membership in the Southern Association of Colleges and Schools. Most important, they are the criteria which are used by applying institutions in conducting the self-study that is presented in application for membership, and they are the criteria used by the membership in the self-study periodically required for reaffirmation of accreditation of member institutions.

It is not my intention here to enumerate the Standards and their illustrations. They are available for all to read. Instead, I wish to comment briefly upon certain features of the Standards in order to emphasize their logic as criteria for the improvement of education rather than their propriety as rules prescribed for adjudication.

As preamble to the Standards, the Statement of Principles and Philosophy of the College Delegate Assembly asserts that "the Commission on Colleges is dedicated to a firm belief in the rights of a teacher to teach, investigate, and publish freely, and in the rights of students to the opportunity of learning. The rights of an institution to fulfill the purposes for which it was founded are held to be incontestable." Indeed, it is the obligation of the institution to fulfill these purposes.

As a consequence of this philosophy, institutional purpose is treated as the first of the several Standards. No consideration of the effectiveness of an institution can be fully realized without reference to purpose.

Every institution has a purpose, even if for some it may be little more than to drift aimlessly on the educational scene. And, I suppose, every institution issues a statement of its purpose in some form or other, some quite simple, others elaborate. Whatever the purpose or whatever the form of its statement, its relevance to the educational world and to the realities of institutional life is of critical concern.

Purpose can have meaning only as it gives evidence of the true nature and aims of an institution, and to do that it must have the understanding and commitments of the controlling board, the faculty, the administration, and the students.

Every institution, public or private, is a creature of its constituency. If it is to function effectively and remain sensitive to the will of its constituency, the authority and responsibility for its control and support must be vested in a body representative of that constituency. Further, the institution must be so organized as to achieve the purpose for which it exists. Its relation to the governing board and its internal structure must be clearly defined, fixing responsibility and authority within the institution. The organization should be communicated to and understood by all concerned.

I might add parenthetically here that the long standing principle of institutional control by a board created by a particular constituency, and constituting the legally authorized government for that institution, is questioned occasionally in some quarters, probably because of a lack of understanding of that principle. Certainly, the right of a constituency to create an institution with multiple governing agencies cannot be questioned; but the wisdom of the fragmentation of authority, the division of control among various agencies, or the reserving for the constituency of certain powers normally assigned to the controlling board can be questioned.

The intrusion of outside agencies into the execution of board policies or even the interference of individual board members in internal matters that are properly within the jurisdiction of the faculty and administration are practices contrary to the sound principles of academic administration which have long been regarded as essential for the maintenance of intergrity by institutions of higher education in America. Colleges would be well advised to resist such encroachments, no matter how highly motivated they may be or under whatever guise they may appear.

The Association Standards do not, of course, dictate educational programs. In a good institution the curriculum will be generated by the cooperative effort and involvement of the faculty, administration, governing board, and students, and it will contribute to the achievement of the purpose of the institution. It will be appropriate for those admitted, it will be balanced, and it will be based upon adequate physical and financial resources and the availability of a competent faculty. Standards will be met by insisting upon quality instruction in an environment devoted to study and learning.

The statement of quantitative minimums for educational and general expenditures must not be allowed to obscure the essentially qualitative basis of the Standard on Financial Resources. What is necessary is that financial resources be adequate, income stable, and the administration of finance organized in such a way that optimum support of the education program is provided.

A faculty of high quality is the only truly legitimate claim to distinction that an institution of higher education may have. All aspects of the Standard are intended to insure the acquisition of a faculty demonstrating sound scholarship, teaching ability, and personal integrity. In order to achieve the desired goal, an institution must evolve a concept of what it considers good teachers; it should devise the necessary means to seek, employ, and retain such individuals; and it should identify ways to evaluate the success of its efforts.

If an institution is to insure for its students the right to learn and for itself the right to fulfill its purpose, it must extend to its faculty the rights to teach, investigate, and publish freely. These rights will be expressed in the official policies on tenure and academic freedom, and the institution can expect to achieve eminence only to the extent to which these policies are realized in practice.

The college library does not mean a collection of books. It is, and must be, a force integral to the whole educational program of the institution. Of course it must offer a collection of books, periodicals, and other materials to support every part of the institutional curriculum, but it must be so situated, supported, and operated that its influence permeates the entire college community. It must be so staffed that the mechanics of its function do not inhibit the stimulation and involvement of faculty and students in its development and use.

An institution's concern for its student properly extends beyond the classroom. Consequently, the Commission's Standards reflected this concern in expecting an organized development of a student personnel program contributing to the purpose of the institution and supporting its educational program.

That adequate physical facilities are necessary is self-evident. A master plan will provide the means for keeping these facilities related to the program of the college and to anticipate future developments of the institution. Faculty members who have responsibility for the education of the students should be involved to a reasonable degree in the preparation of educational specifications for the facilities they are to use.

All programs, on or off campus, not regular or conventional may be classified as Special Activities and must be evaluated in their relation to the objectives of the institution. The Standards on Graduate Programs and Research do not apply to community colleges.

Your concern with the Standards, except in the few instances in which the provisions do not apply, will be as acute as that of the representatives of senior institutions. You will be concerned for your own colleges and, I hope, you will be concerned for the other colleges in the region. Your interest, while primarily devoted to the two-year schools, will extend to all institutions of higher education.

We will plan to capitalize upon that interest. As your institutions move into membership in the Southern Association, and as the number of similar colleges increases each year, we will call upon you to join in the Commission's programs of cooperative endeavor for mutual assistance and improvement of Southern higher education.

In the meantime, let me encourage you to ask us for information when we can supply it, keep us informed of your progress, and let us assist you toward membership if that is your goal. At the same time, I hope you can find means to bring to your faculties an awareness of the Southern Association, its function, and its concern for quality higher education in the South.

HOW ARE NORTH CAROLINA COMMUNITY COLLEGES MEETING THE CHALLENGE OF ACCREDITATION?

I. EPPS READY
STATE OF NORTH CAROLINA
DIRECTOR OF COMMUNITY COLLEGES

This is going to be a discussion of accreditation. You asked me to lead a discussion on this topic because you are interested. You are interested, I am sure, because you know that the public in general has become accustomed to judge the merits of an institution in terms of accreditation.

The topic given to me is, "How Are North Carolina Community Colleges Meeting the Challenge of Accreditation?" I don't know that I can answer this question specifically, so I want first to discuss it in broad outline. Then, we shall get down to details as you participate in the discussion.

Accreditation is a device that has something to do with quality measures. In North Carolina, tobacco is now being graded and sold. Prices are bid on the basis of grades. In most everything we have quality measures—and it is certainly true in educational institutions.

Quality measures in educational institutions are more difficult, without a doubt, than quality measures of consumer commodities. The product with which we are dealing is the individual life, and it's impossible for us to be as exact in measuring the outcome of an educational institution as in measuring the products of a farm or a manufacturing concern. But there is a need for accreditation. People expect it, and there are certain reasons why they want it. If you can say, "My institution is accredited by such and such an agency," this can be used as a selling point to win support for the institution. There was an article in The *News* and *Observer* this morning about a private elementary school being proposed for Raleigh. The editorial comment was, "The people will want to know—is the school accredited?"

Accreditation is another thing, it seems to me. It is a device for enforcing standards. Standards can be enforced by the State, or by a regional accrediting agency, or by some specialized accrediting group.

In addition to being a talking point that we can use to sell our institution, in addition to being a quality control device, acceditation is a measure, the best we can make, of quality. As I said, this is difficult. When we think about the Southern Association standards, we know that for a long time these were objective standards; for example, the average pay of teachers, the number of volumes in the library, the length of periods during the day. It was in the 1930's that the publication, *Evaluative Criteria*, was first developed by the different regional associations in an attempt to measure quality in the high schools by some method other than just objective reporting of statistical facts. The *Evaluative Criteria* attempted to approach accreditation by having the institution determine its objectives, and then conduct a self-study in terms of these objectives. Then a visiting team visited the institution.

There are some things of value that come out of the accreditation process. One of these is the clarifcation of objectives. If you and your faculty have to think through the objectives of your institution and write them down, then you tend to clarify them. You will tend to put them in concrete terms, and they become more meaningful to you.

I don't know to what extent you have been using the manual for institutional self-study which was developed and based largely on the requirements of the Southern Association. We in the State office have tended to let it lie for the last year because the staff that was working on it was needed in other areas that seemed more pressing. Certain procedures are recommended; for example, getting your trustees to approve a self-study of your institution in order to get their participation. Trustees, faculty, students—as well as other people in the community—should be involved in a study of an institution. After doing this, you would carry through certain procedures; and we in the State Office would try to help with this, with the idea that this could be a dry-run for regional accreditation.

In addition to clarifying objectives, accreditation also helps establish standards, or yardsticks, or bench marks, by which to measure whether or not an institution is achieving the objectives that it sets for itself. I feel certain that, in our institutions, we will need to determine common objectives. We are tied together by certain common philosophical objectives. And then, there are different objectives that each institution develops on its own. Suppose we evaluate the admission policies of an institution. Now, it is true that all of our institutions should be committed to extending universal educational opportunity beyond the high school, up to two years in length. If that is true, then it means that admission policies should be designed to accomplish that objective. Then we establish standards by which to measure the extent to which an institution is working toward this, whether or not policies and practices are contributing to or are not contributing to—actually may be obstructing—the achievement of the objectives.

We can determine this on the State level as well as the local level. This process can reveal failures to follow through on objectives, failures to meet standards, or obstacles placed in the way of achieving standards at the State level, as well as at the local level.

Accreditation studies can also stimulate growth, particularly in the local faculty, the trustees, the local administration, students, and in community understanding of the institution and its purposes. I hope we would also stimulate growth and better understanding on the part of the State staff, the State Board of Education, the General Assembly, and the people of the State. The accreditation process can be a process to do all of these things for the whole system of institutions, as well as for the individual institution.

Will accreditation serve the purpose of doing the things that I have commented about; of clarifying objectives, of establishing standards, or revealing weaknesses that need to be revealed and corrected, and of stimulating growth? Can State accreditation be developed cooperatively and profitably? I am convinced that it can, and that we shall have a better system and better individual institutions by using this approach.

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